

16. **Kitchen, Food Preparation and Pantry Area**
There is no kitchen, food preparation or pantry area at this facility.
17. **Dining Area**
Inmates generally eat in their cells or in the secured common area outside their cells when multiple cells are designed as a dormitory.
18. **Day Room Area**
There is no day room at this facility.
19. **Vocational Training Area**
There is no area that serves the inmates for vocational training at this facility.
20. **First Aid and Medical Assistance Area**
There is no specific area to render medical assistance. The facility has a first-aid kit that is used to provide minor healthcare.
21. **Toilets and Showers**
There was no drinking water in several of the cells tested. There was no hot water either, at several sinks. The stainless steel shower stalls have seams that have failed. As such, water flows through the shower stall and onto the floor, causing potential growth of mold in and around the wet area. Need to replace all combination sink-lavatory units and the stainless steel shower stalls.
22. **HVAC System**
Heating is provided by boilers and heat exchangers, supported with natural gas. However, the water at the facility is very hard and a water-softening system is in use. Heating and cooling is controlled from another building. Large zones control most of the building. The dampers do work, using a DDC control system. The new heat pumps on the roof provide for cooling only and do not have any electric heater or gas for heating. The older original air-handling units on the roof and the center provide for both heating and cooling.
23. **Plumbing System**
The plumbing system suffers from extremely high hard-water salts in the area. Even though a water-softening system is in use and rust inhibitors are used to constantly keep the plumbing lines clean and free-flowing, there are pin holes in the copper lines that show up as small leaks. The water heater at the facility was replaced two years ago, and is in need of replacement again. The average life for a water heater in this area is 1.5 years.
24. **Lighting System**
The facility is well lit and the light fixtures are in good repair. All the light fixtures contain electronic ballasts.

25. **Electrical Power System**
The facility is served by a 400 amp, 208 Y/120 V, three-phase four wire system. There is sufficient electrical power to serve the facility. Electrical power is supported by a backup 20 KW generator with a 70 amp transfer switch. The generator is exercised weekly for five minutes. The generator indicated 215 hours of use on the hour gauge.
26. **IT System**
The facility is in the process of installing a new communications system that will utilize VoIP (Voice over Internet Protocol). The project was expected to be completed by August 2006.
27. **Building Security System**
The building security system is poor. More cameras are needed in addition to high-resolution video recorders at the booking space and high-resolution video monitors at the detention officers' control station. The weapons storage lockers for the officers need to be moved out of the detention officers' control room space. The booking space is small and unsafe. The detention officer in the control station should not be in a line of sight from a location accessible by the general public.
28. **Energy Usage and Conservation**
The building uses electronic ballasts in the light fixtures. The new roof has foam insulation.
29. **Fire Egress – Exterior and/or Secured Areas**
The fire egress into exterior secured area is poor and unsafe. The recreation areas cannot accommodate the number of inmates and concurrently provide enough separation between the building and the inmates. During a fire emergency in the past, inmates were evacuated to the outside and let go by court orders with instructions to return back the next day.
30. **Fire Alarm, Fire Extinguishers and Sprinkler System**
The facility has a working fire alarm system with a fire alarm control panel that signals directly to the fire station. There are sufficient fire extinguishers and they are tested once per year. There is an updated sprinkler system with new sprinkler heads that are specifically manufactured for use in detention facilities. The system is tested once a year.
31. **Building Access for Staff and Inmates**
The staff uses the front entrance. The inmates come through the Sally port, the front entrance or through the corridor leading from the court.
32. **Hazardous Materials**
The building was built around 1971, when asbestos and lead paint were in common use. There is no record of any inspections or abatement of asbestos/ lead paint at this at this site. Mold was once noted and abated appropriately.

33. Handicap Access for Staff and Inmates

The staff and inmates have no provisions for any access to the building or restrooms by handicapped individuals. Mr. Marvin Azure of the facilities department reported that he is in the process of changing five combination sink-lavatory units to the handicapped type. He has applied for funding of \$7,000.

34. Potentially Hazardous Elements

The facility has several areas that could be potentially harmful to the inmates. Inmates can use their own clothing, strips of mattresses or shaving razors to commit suicide. Potential anchors to hang sufficient weight is provided by the corner of the upper bunks, and the lookout screens on the cell doors. Inmates have overdosed on prescription pills in order to commit suicide.

DRAFT

Section 1

**Background Information
of the
Northern Cheyenne Reservation
Served by the Northern Cheyenne Law Enforcement Center**

Northern Cheyenne Reservation¹

Federal reservation
Northern Cheyenne
Big Horn and Rosebud counties, Montana

Northern Cheyenne Tribe
P.O. Box 128
Lame Deer, MT 59043
406-477-6284
406-477-6210 Fax
Website: ncheyenne.net

Total area (BIA realty, 2004) 440,882.43 acres
Tribally owned (BIA realty, 2004) 339,888.31 acres
Individually owned (BIA realty, 2004) 100,993.44 acres
Federal trust (BIA realty, 2004) .68 acres

Population (2000 census) 4,470

Total labor force (2000 census) 1,567
Total labor force (BIA labor report, 2001) 1,618
High school graduate or higher (2000 census) 74.6%
Bachelor's degree or higher (2000 census) 13.5%
Unemployment rate (2000 census) 19.5%
Unemployment rate (BIA labor report, 2001) 27%
Per capita income (2000 census) \$7,736

LOCATION AND LAND STATUS

The Northern Cheyenne Reservation spans nearly 450,000 acres of southeastern Montana. It is situated about 100 miles east of Billings, Montana, and 75 miles due north of Sheridan, Wyoming. The reservation is bordered on the east by the Tongue River and on the west by the Crow Reservation. The reservation was established by an Executive Order in November 1884.

¹ Excerpts provided under license and permission to Shubnum, from Tiller Research, Inc. Tiller's Guide to Indian Country: Economic Profiles of the American Indian Reservations, 2005 Ed.

The tribe has purchased 560 acres adjacent to the Bear Butte State Park in South Dakota, 5,000 acres adjacent to the southern boundaries of the reservation, and 554 acres of land near the Tongue River Dam.

PHYSICAL DESCRIPTION

Terrain on the reservation varies from low, grass-covered hills to high, steep outcroppings to narrow valleys. Elevations range from approximately 3,000 to 5,000 feet. Rocky areas on the reservation comprise the Fort Union Formation. The formation consists of alternating layers of sandstone, shale, and coal beds and has been dated to the Paleocene Era. Plant and animal fossils are apparent.

CLIMATE

The reservation experiences average temperatures of 46°F. Snow is often heavy during winters, and roads may become impassable in places. Average relative humidity is between 25 and 35 percent.

GOVERNMENT

The Northern Cheyenne Tribe was recognized as a sovereign nation under an amended constitution, and bylaws and corporate charter were approved pursuant to the Indian Reorganization act of 1934. The tribe adopted a constitution and bylaws in 1936 and amended them in 1960.

The tribal council serves as the governing body, consisting of the president, vice-president, sergeant-at-arms, secretary, treasurer, and one representative for every 200 enrolled tribal members. The president is elected at large; representatives are elected from each of the five districts on the reservation; the vice-president and sergeant-at-arms are elected by the council and the secretary and treasurer are appointed. The secretary and treasurer have no voting powers on the council.

The tribe operates a number of programs. Departments include air quality, child care, community health representative, commodity, community health, EA, elderly, environmental protection, U.S.U. extension, natural resources, personnel, Sand Creek Offices, tribal employment rights, fish and wildlife, Title IV-E, education, forestry, health, enrollment services, WIC, and work investment act.

The tribal constitution created a judicial branch of the tribal government. It consists of all the tribal courts. The courts exercise authority over decisions regarding the constitutionality of council enactments and resolutions; they also exercise authority over criminal and civil matters within the tribe's jurisdiction. The Comprehensive Indian Resources for Community and Law Enforcement is funded through the U.S. Department of Justice. Program goals include building a youth services center, a detention center, a group home, an alternative school, a juvenile mentoring program and a number of other social services related to crime prevention.

INFRASTRUCTURE

U.S. Highway 212 passes east-west through the reservation, while Route 315 also directly serves the reservation. Road 39 provides access from Lame Deer to Forsyth, Montana, and a paved road maintained by the BIA provides access from Ashland to

Birney, Montana. During winter months, roads may become snowbound and icy, often impassable. The Highway Department is responsible for clearing obstructions and maintaining safe passageways.

Electricity – Pacific Power and Light provides electricity to the reservation. It has a coal powered electric-generating facility 21 miles north of Lame Deer.

Water Supply – The Northern Cheyenne Utilities Commission supplies domestic water to residents within population centers on the reservation. Wells located on individual lands or a district well, supplies water to outlying residencies.

Each district maintains a central sewage system that services residences within population centers. Individually owned septic tanks service outlying residencies. The Indian Health Service and the Tribal Utilities Commission retain responsibility for maintaining and operating the water and sewage systems. Solid waste is transported to transfer sites located near population centers in each reservation district and then on to the Rosebud County or Bighorn County landfills.

Transportation - The nearest commercial bus services are available in Crow Agency, 45 miles from the reservation and in Forsyth, 58 miles away. The Catholic Church maintains a private airstrip on the reservation. Billings and Sheridan, Wyoming, offer the nearest commercial air service. A railroad spur 20 miles north of the reservation connects with Burlington Northern rail lines.

Telecommunications - Range Telephone provides telephone service to the reservation. Northern Cheyenne Tribe Internet Service Provider furnishes Internet services. Several commercial television and radio stations serve the region.

COMMUNITY FACILITIES AND SERVICES

The tribe operates several community programs, including the Boys and Girls Club, a child care program, Healing Hearts, and the Recovery Program. Facilities include the fitness center. The Boys and Girls Club sponsors three sites on the Northern Cheyenne Reservation. It offers a technology center, Torch Club, Youth of the Year, CLUBService, Power Hour, Career Explorers Club, Junior Staff Career Development, SMARTMoves, Fine Arts Exhibit Program, NIKE Girls Sports, Challenges and SWOOSH clubs, and an after-school meal program, among many other programs and activities. The Boys and Girls Club provides support, education, and healthy alternatives for youth on the reservation. The club sponsors an annual youth powwow.

Native Action is a community-based organization that works together with the Northern Cheyennes and other tribes to promote and protect the community's needs. They strive to raise awareness of social issues and to empower tribal members to actively participate in the political, social, and economic processes on the reservation.

Public Safety - The tribe manages a volunteer fire department.

Education - The reservation maintains a Head Start program with nine sites throughout the reservation. The program received an award to initiate a Head Start curriculum in

conjunction with Dull Knife Community College. The curriculum, "Identity-based Education: The Role of Culture in Helping People Become More Socially Competent" is funded by the Administration for Youth, Families, and Children and by the American Indian Program Branch of the Head Start Bureau. Another award was granted to establish the "Healthy Children, Healthy Families, Healthy Communities" curriculum to address diabetes among Head Start children, families, and staff.

The tribe has an elementary school and a public high school. The Catholic Church operates the K–12 St. Labre Catholic Indian School on the eastern border of the reservation. It is a private school that provides boarding and day school services to students primarily from the Crow and Cheyenne reservations.

The tribe also operates the Dull Knife Memorial Community College. It is a fully accredited college and offers associate's degree programs in the arts and sciences. The college sponsors the Junior Path Makers school-to-work program. The program serves as a mentoring network to guide students in their career paths. The program sponsors a summer bridge heritage camp each summer. Program volunteers also actively contribute to the revitalizing the indigenous language through awareness programs sponsored in the local elementary and secondary schools.

Health Care - The Northern Cheyenne Community Health Center provides Indian Health Services to the reservation. The center employs five physicians and seven nurses, and it has an emergency room. The Northern Cheyenne Ambulance Service provides ambulance services to the center. Full-service facilities are available at the Crow Indian Health Service Indian Hospital and hospitals in Billings or Sheridan.

The Northern Cheyenne Tribal Health Department operates a number of programs to serve tribal members. Services range from health and nutrition education to alcohol and drug abuse treatment programs to cancer screening and support services. There are nine community-oriented programs in total, with three support programs and 40 permanent employees. The tribe's diabetes program is perhaps the department's most vital program. Diabetes is the fourth leading cause of death among the Northern Cheyenne, and the incidence continues to increase. Projections indicate that by 2005, 948 tribal members will be living with diabetes. The program provides education, screening, and assessment; conducts home visits and hospital follow-up visits; reviews lab data; and monitors blood sugar levels.

Section 2

Program Review April 14, 2006

1. **Funding of Operations**
All funding of operations and budgets are handled in Billings, Montana.
2. **Funding of Repairs and Maintenance of Facility Structure**
The BIA provides funding for the repairs and maintenance. There is a chronic shortage of facility support in repairs and maintenance from the BIA. The facility has been asking to have the building painted for the last five years and the garage door has been broken for the last two months.
3. **Policies and Procedures**
Two officers reported that they have never seen the policies and procedures binder. The white binder and the red handbook binders were pulled out later from one of the bookshelves, and flipped through. A general comment was made by one of the officers: "What do we do with it? We can read it during our shift—but we need more. Sending out the policies and procedures manual is not enough." It appears that the field officers and staff needs additional training in organizing and using the policies and procedures manual.
4. **Staffing**
The staff at the present time maintains eight-hour shifts, with very inflexible scheduling. There are five officers that are taking care of 30 inmates. The inmate count went up to 82 on Christmas Eve of 2005, for a facility that has 19 beds.
5. **Programs**
There are no specific programs at the facility for the benefit of the inmates. Church groups come in occasionally. The staff expressed a need to keep the inmates busy. They would like to have a GED instructor and closed-circuit instructional television. They requested programs for arts and crafts, basketball and a sweat lodge.
6. **Staff Training**
There is consistent deficiency of training for the staff. Officer Randy has not gone to any training since 2003. He has been scheduled to go in May of 2006 for a period of three weeks to the academy, in Artesia, New Mexico. There are two other officers who have been scheduled. Generally the staff expressed a lack of time for training because there is no backup support back at the facility. The staff requested that trainers come to the facility.

7. Space for Inmates On-Site
There is a total space of 19 beds and 30 inmates are housed today. At peak, there were 82 inmates housed at this facility.
8. Space for Inmates Off-Site
There are no inmates housed off-site.
9. Staffing Capacity for the Inmates On-Site
There is a total of five officers; that is, four officers and a supervisor who participates in the day-to-day activities as a correctional officer as well.
10. Staffing Capacity for Transportation and Escort for Inmates
The correctional officers also transport the inmates to the courts and to the healthcare facilities.
11. Office Supplies for Staff
The staff is out of file folders at the present time. Generally there are sufficient office supplies for staff use. They occasionally have to borrow office supplies from other departments.
12. IT Equipment for Office Use
The IT equipment consists of two computers that were borrowed from the Police Department. This equipment is at least five years old and in disrepair. Presently, the staff uses Microsoft Office software. The staff requested software that is generally used in the Corrections Department both to login the day-to-day activities as well as the booking software such as 'Spillman' which is able to cross-check the history of the inmates who are being booked.
13. IT Equipment for Communications Use
The corrections staff does not have any radio equipment to communicate regarding incoming inmates. This function is supported by the Dispatch, who announces the incoming inmates for the corrections officer.
14. Personal Supplies for Inmates
At this time, the facility is out of toothbrushes for the inmates. It is expected that the Public Health may donate some. Ordering supplies is a lengthy process due to procedures that are set in place.
15. Uniforms for Staff and Inmates
Inmate uniforms are used until they wear out. The officers have not been provided an allowance for uniforms for the last three years. The officers need boots. They have been provided two pairs of boots during the last three years. Handcuffs used by the officers are borrowed. There are no personal panic transmitters issued to the officers, and there are no bullet-proof vests that are issued to the officers.

16. **Linen for Inmates**
The officers reported sufficient blankets for the inmates. However, the inmates complained that even with two blankets they are cold on the floor. Blankets are donated by charitable organizations. The facility needs more blankets.
17. **Furniture and Fixtures for Staff and Inmates**
The officers are still using the same broken chairs that were in use approximately a year ago when Ms. Deidre Wilson and Ms. Valerie Lavender visited the facility and promised new chairs. Inmates have institutional furniture, which is in constant repair.
18. **Transportation Vehicles**
The officers use a small Ford Trailblazer that can hold the inmates in the back and one next to the officer up front. However, the vehicle does not have a cage or a radio, should there be an emergency. They need a bigger vehicle to transport the entire inmate population efficiently when, on occasion, the sewer backs up, or if a large number of inmates are being transported to another facility.
19. **Fuel for Vehicles**
There are sufficient funds to pay for the fuel for the vehicles.
20. **Utilities for Facility**
There are sufficient funds to pay for the utilities at the facility. Electricity and propane are used at this facility.
21. **Hot and Cold Water for Kitchen, Laundry and Showers**
There is sufficient hot and cold water for the kitchen, laundry and showers. There is enough capacity for the hot-water tank to support use by staff and inmates.
22. **Adequate Lighting for Inmate and Staff Areas**
There is adequate lighting for the inmates and staff areas.
23. **Ongoing Repairs and Maintenance**
There are no ongoing repairs and maintenance at the facility at this time.
24. **Deferred Repairs and Maintenance**
Please refer to section 3.
25. **Medical Response at the Facility**
There is a first-aid kit at the facility. The staff generally calls the local health service, which responds in three to five minutes.

26. **Booking Process at the Facility**
The booking process at the facility is manual. There is no support software for the officers to review the past record of the inmates as they are being booked.
27. **Food Service at the Facility**
There is a small kitchen at the facility and three meals a day are provided to the inmates.
28. **Kitchen and Dining Staff at the Facility**
There is one full-time cook five days a week. A trustee generally cooks for the remaining two days.
29. **Housekeeping Staff at the Facility**
The officers clean their offices. The trustees clean the hallways and other common areas. The inmates clean their own cells.
30. **Repairs and Maintenance Staff at the Facility**
There is no staff at the facility for routine repairs and maintenance. A work order has to be prepared and submitted. Response is very slow.
31. **Inmate Services Provided at the Facility**
Church services are provided for the inmates at this facility. A healthcare nurse comes in once a week. There are no routine checks for tuberculosis, hepatitis, HIV or AIDS. Officers reported that inmates often spit in their face. While officers used rubber gloves, there are no face masks available at the facility.
32. **Healthcare Assistance in the Community**
There is a healthcare facility available about five minutes away from this facility. This healthcare facility provides for mental health, physical therapy x-rays, dental care and such.
33. **Other Support Agencies in the Community**
There is an alcohol recovery center in the community that provides services to the inmates.
34. **General Reasons for Detention**
Most of the incarceration is related to violent crime resulting from the abuse of methamphetamines. The crime rate is 410, 546 and 40,251 per 100,000 inhabitants for violent crime, property crime and other crimes, respectively.
35. **Potentially Harmful Conditions and Behavior of Inmates**
Generally inmates are evaluated to detect if they could harm themselves. Such inmates are detained in the segregated cells. Many years ago, an inmate did commit a successful suicide in the shower stall of the detoxification cell. Occasionally inmates try to commit suicide by tying their shirt or an article of clothing to the air-vent grate on the wall within the cell.

36. Accountability and Reporting of Incidents
The staff reported that they are submitting incident reports on a routine basis.

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Section 3**Facility Review
April 14, 2006**

1. **Exterior Site Conditions**
Generally, the exterior site conditions are fairly poor. There are several ways to escape, for example, by climbing over the fence at the recreational yard, which consists of only three barbed wire strands on top. There is no razor wire coil around the barbed wire. The recreational yard is accessible to the general public through the chain-link fence. There is no second exterior perimeter fence that can prevent the general public from passing out contraband material. Within 100 yards of the recreation yard, is a deep ravine with dense growth of trees that has served as a hideout for the escapees.
2. **Exterior Exercise/Recreation Area**
The exterior exercise and recreation area is fairly small and used minimally. A typical use is a 15-minute period, per week per inmate. The staff reported such minimal use due to lack of supervising staff in the recreation area. There have been escapes in the past.
3. **Exterior Perimeter Security**
There is minimal perimeter security. Only two cameras are provided to cover the exterior of the facility.
4. **Sally Port Security**
The Sally port is secure only when the rollup door is closed.
5. **Building Interior Security**
Interior security of the building is poor. There are several blind spots for the cameras. The cell doors are operated either electronically or with a manual lever. An emergency test was conducted to demonstrate the opening of the cell doors during an emergency evacuation. Cell doors for certain cells did not open with the manual lever, as required. Inmates George and Trinidad would have been trapped in their cell and would not have been evacuated if there was a fire at the facility.
There are a total of 15 cell doors whose control mechanism needs to be replaced.
6. **Building Structure**
The facility is a block-wall structure with a built-up tar roof.

7. **Building Roof**
The built-up tar roof has had multiple leaks that have damaged the ceiling tile and sheet-rock in the facility. While the roof has been repaired, the interior ceiling tile and sheet-rock have yet to be repaired. The roof itself is in a state of disrepair.
8. **Interior Ceilings**
The interior ceilings of the staff areas are generally drop-in ceilings, while those in the inmate areas are painted hard ceilings.
9. **Interior Walls**
Generally the interior walls are painted block-wall.
10. **Interior Flooring**
The flooring is generally vinyl tile floor in the offices and painted concrete slab in the cells.
11. **Interior Dormitory Cells**
No hot water was observed at several of the sinks in the dormitory cells. Slow running drains and plugged-up drains caused sewage to back up. There was an internal backup between adjacent toilets so that flushing of one toilet would push the waste into the other toilet. A toilet plunger was observed by the toilet in one of the cells.
12. **Interior Isolation Cells**
The flammable covering (orange in color) in the isolation cells need to be removed.
13. **Interior Detoxification Cells**
The window framing in the detoxification cell is loose and can be pushed out about half an inch. It can be pushed out completely with a hard blow.
14. **Booking and Intake Area**
The booking and intake area is unsafe. There is no barrier between the inmate and the officer. There is no way to restrain an inmate. Presently inmates change their clothes in the cell. This could allow contraband material to pass through to the cell and on to other inmates.
15. **Visitation Area**
There are no cameras to monitor the visitation area. The wire mesh screen below the glass window is vulnerable to poking holes and passing contraband material.
16. **Kitchen, Food Preparation and Pantry Area**
The cook was off-duty and thus cooking was being handled by the trustee inmate on the day of the review. The kitchen, food preparation and pantry area is generally in order. However, several objects that could be used as potential weapons such as sharp kitchen utensils, spatulas, rolling pins and a

knife were found in unlocked kitchen drawers. These were all accessible to the trustee inmate who was working as a cook.

17. Dining Area
The inmates use the common dining area outside each of the cell pods. There is no specific day room or dining area at this facility.
18. Day Room Area
There is no specific day room area at this facility. The TV set is brought in after hours on a trolley in the common area for the use by the inmates. The telephone handset that is provided in the common area has poor transmission and reception and the inmates have to shout out in order to use the telephone.
19. Vocational Training Area
There is no vocational area for inmate vocational training at this facility.
20. First Aid and Medical Assistance Area
There is no specific space for medical assistance at this facility.
21. Toilets and Showers
The showers have mildly warm water. Almost all of the plumbing fixtures leak. Every cell does have cold water at the sink. However, upon request, some inmates get their drinking water in a cup or pitcher through the cell door hatch.
22. HVAC System
The HVAC system is in disrepair. The system has not been maintained for a long period of time. The last record of a change of return air filter was in July of 1996. The duct work is extremely filthy and needs to be cleaned. Stacks of filters were found in the mezzanine that may not have been replaced in years. The controls for the HVAC system malfunction and do not respond to the temperature demands. The repair and maintenance team for the facility does not respond in a timely manner even with appropriate work requests. Inmates have covered up the supply-air vents, using toilet paper, because of continuous supply of cool air to their cells. The supply-air vents occasionally purge out accumulated lint into the cells.
23. Plumbing System
The plumbing system is in disrepair. It has been overloaded by the number of inmates who use it and the lack of routine maintenance. The sewer lines are overloaded and sluggish to drain. The sewage backs up resulting in foul sewer-smell in the cell areas.
24. Lighting System
The facility still uses the original inefficient T12 fluorescent lamps in surface-mounted light fixtures with a night-light. The lighting in the cell areas is inadequate because of a lack of burnt-out fluorescent lamps.

25. **Electrical Power System**
The facility is served with a 400 amp 208 Y /120 V three-phase four wire system. A 20KW diesel generator serves as a backup for a power outage. However, it is not exercised in a regular manner. It is unknown if the batteries are still charged enough to start the generator. The supply fuel line from the day-tank to the generator was found insecurely dangling in the fuel tank. The staff reported that the generator did not operate during a two-hour power outage last month. The dispatch was working in the parking lot with flashlights. The facility lost all telephones during the power outage.
26. **IT System**
The IT system is outdated and about 15 years old.
27. **Security System**
The building is not well secured. There are few cameras outside and several blind spots for the cameras inside.
28. **Energy Usage and Conservation**
The building does not use energy efficiently. The original inefficient light fixtures are still in use. Because of a lack of repair, the staff uses duct tape on exterior doors to seal out the cold drafts.
29. **Fire Egress – Exterior and/or Secured Areas**
The inmates can get trapped in their cells and cannot be evacuated during an emergency because of malfunctioning controls for the cell doors. There is not enough space and physical wall separation to evacuate the inmates in the recreational yard. At the present time, the fire plan calls for shackling the inmates then taking them out one at a time and releasing some who could be trusted to come back at a later time.
30. **Fire Alarm, Fire Extinguishers and Sprinkler System**
There is a fire alarm system, which is not connected to a fire station. There are fire extinguishers that are tested every six months. There is a sprinkler system, but it could not be determined if the sprinklers were ever tested.
31. **Building Access for Staff and Inmates**
The inmates come through the Sally port; staff and visitors come through the front entrance.
32. **Hazardous Materials**
The facility was built in 1962 and renovated in 1987. It is unknown if it was ever checked for asbestos or lead paint since they were in use at the time it was built. One inmate reported mold in one of the cells, but we were unable to determine mold at the reported site.

33. Handicap Access for Staff and Inmates
 There is no handicap access for either staff or inmates.
34. Potentially Hazardous Elements
 The return air vents on the walls were noted to have fins that were bent. The cell doors have screen grates. Both provide an element that are strong enough to hold weight and around which an article of clothing could be strung. They could be and have been used to commit suicide.

DRAFT

Section 1

**Background Information
of the
Wind River Reservations
Served by the Wind River Detention Center**

Wind River Reservation¹

Federal reservation
Shoshone and Arapaho
Fremont and Hot Springs counties, Wyoming

Northern Arapaho Tribe

P.O. Box 217
Fort Washakie, WY 82514
307-332-6120
307-332-7543 Fax

Eastern Shoshone Tribe

P.O. Box 538
Fort Washakie, WY 82514
307-332-3532
307-332-3055 Fax

Total area (BIA realty, 2004) 1,889,708.19 acres
Federal trust (BIA realty, 2004) 1,296.15 acres
Tribally owned (BIA realty, 2004) 1,794,480.54 acres
Individually owned (BIA realty, 2004) 93,931.5 acres

Population (2000 census) 23,250

Total labor force (2000 census) 11,256
High school graduate or higher (2000 census) 83.1%
Bachelor's degree or higher (2000 census) 14.6%
Unemployment rate (2000 census) 11.5%
Per capita income (2000 census) \$14,661

LOCATION AND LAND STATUS

The Wind River Reservation spans 2,268,008 acres in the scenic west-central portion of Wyoming. The reservation stretches from the northern part of the Owl Creek Mountains

¹ Excerpts provided under license and permission to Shubnum, from Tiller Research, Inc. Tiller's Guide to Indian Country: Economic Profiles of the American Indian Reservations, 2005 Ed.

to Sand Draw in the south. Its eastern boundary begins just west of the community of Shoshone and extends westward to the Town of Dubois. The Eastern Shoshone Tribe is centered primarily in the communities of Fort Washakie, Wind River, and Crowheart in the northern and western portions of the reservation. The Northern Arapaho Tribe occupies the southeastern portion of the reservation and the communities of Ethete, Arapahoe, and St. Stephens. The entire reservation is located in Fremont County.

The 1863 Fort Bridger Treaty established the reservation, which originally spanned over 44 million acres, for the Shoshone Tribe. The Arapahos joined the Shoshones on the reservation in 1878. Land cessions reduced the reservation to its present size. The Wind River Reservation is the third largest in the nation and the only Native American reservation in the State of Wyoming. The reservation is unique in that it is the only reservation in the United States that encompasses lands chosen by the tribe compelled to live there.

PHYSICAL DESCRIPTION

The heart of the reservation is located in the Wind River Basin, also called the Warm Valley of the Wind River. The Wind River courses through tribal lands and is lined by cottonwood trees. The terrain is rugged and mountainous in parts, with significant forest and grazing lands. Tribal lands extend from the natural spa of Thermopolis through the grasslands and badlands to Dubois.

GOVERNMENT

Both the Shoshones and the Northern Arapahos maintain a general council. These general councils meet about three times a year. The general councils are composed of all tribal members 18 years of age and older. Both the Arapaho and the Shoshone tribes are governed by business councils composed of six members elected to two-year terms. Each business council in turn elects a chairman. Together these 12 members comprise the joint business council of the Shoshone and Northern Arapaho Tribes. The joint business council is directly responsible for the daily activities on jointly owned resources and joint tribal programs. The tribes maintain a police department on the reservation.

INFRASTRUCTURE

U.S Highway 287 provides road access to the Shoshone tribal headquarters at Fort Washakie. Highways 20, 26, and 133 also run through portions of the reservation. The primary waterway is the Wind River, which provides water for the BIA irrigation system as well as for fisheries and recreation.

Commercial air service is available at the Riverton Regional Airport at the southeast corner of the reservation. Commercial bus lines serve Riverton and Lander, just south of reservation boundaries. Commercial truck lines serve Fort Washakie and other parts of the reservation directly.

Electricity - The Rural Electrical Cooperative and Pacific Power and Light provide electricity.

Wind River Detention Center, Fort Washakie, Wyoming Eastern Shoshone and Northern Arapaho Tribes
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Fuel - An area distributor furnishes natural gas to residential communities, while local companies supply outlying areas with propane.

Water Supply - The reservation maintains its own water and sewer systems, with assistance from the Indian Health Service and federal grants.

Transportation - The tribes have operated a public transit system since 1989 that serves both off-reservation towns and population centers on the reservation. Its main purpose is to enable tribal members to get to and from their jobs. The system is currently supported through federal and tribal subsidies.

COMMUNITY FACILITIES AND SERVICES

The tribes maintain community centers and cultural programs across the reservation.

Education - Tribal youth attend schools in the Fort Washakie School District and the Arapahoe School District. Tribal youth may attend the tribally operated Wyoming Indian High School on the reservation. The curriculum includes traditional academics and a focus on Arapaho and Shoshone cultures and languages. Students may also attend Wind River High School, Lander Valley High School, Riverton High School, or St. Stephen's High School.

Four Winds Charter School opened on the reservation in 2004. A joint venture between the Fort Washakie and Arapahoe school districts, Four Winds is a vocational high school that can serve up to 250 students. The curriculum offers traditional academics, culinary arts, and building trades, with intent to expand.

Health Care - Health care is provided through Public Health Service/Indian Health Service clinics at Fort Washakie and Arapaho. The Shoshone Tribe helps to operate a dialysis center in Lander, 14 miles south of Fort Washakie.

Section 2

Program Review April 16, 2006

1. **Funding of Operations**
The operations are funded by the BIA.
2. **Funding of Repairs and Maintenance of Facility Structure**
The repairs and maintenance of the facility are funded by the BIA.
3. **Policies and Procedures**
The dispatch and corrections are run from the same location. Officer Ty Williams explained that there are frustrations among the staff regarding what the policies and procedures are compared to what they are taught at the Academy. The white binder for policies and procedures, dated 1996, was available at the facility, but the 39-page addendum could not be located on-site.
4. **Staffing**
There are 5 full-time correction officers, all of whom are Academy-trained. They have recently hired one LBA (Law Enforcement Assistant) to assist with the administrative needs of the facility. There is no cook.
5. **Programs**
The facility conducts a GED preparation program for the inmates. In addition, mental health evaluations are conducted. The staff, from the White Buffalo-Substance Abuse Program, visits the facility by court order or as needed. The inmates are transported to the White Buffalo Center when ordered by the court. Evaluations are done for the anger management program and the probation officers conduct a blood-alcohol content program at the facility for those inmates who are on probation.
6. **Staff Training**
The correction officers reported no staff training, other than the Academy training that they went through when they were hired. They are in the process of providing CPR and first-aid training. The officer reported that they did not know why there is a lack of regular training since it is not due to a shortage of staff.
7. **Space for Inmates On-Site**
There is a total of 26 beds in 16 cells. There were 15 inmates on the day of the site visit. This included inmates from the Northern Cheyenne and the Crow facilities. The inmate population peaked to 50 on New Year's Eve, when the facility booked 36 new inmates in a period of eight hours. The

population generally ranges from 35 to 40 inmates on Festival days. Police officers and judges use every available opportunity to let go of arrested individuals for lack of capacity at the detention facility. No juveniles are housed at this facility.

8. **Space for Inmates Off-Site**
No inmates are housed off-site at this time. Rather, inmates from the Northern Cheyenne and the Crow facilities were housed at this location.
9. **Staffing Capacity for the Inmates On-Site**
There are five full-time correction officers and one (LEA) law enforcement assistant.
10. **Staffing Capacity for Transportation and Escort for Inmates**
If available, the detention officers transport and escort the inmates. Otherwise, the corrections staff borrows a patrol officer to transport an inmate. In an emergency, the emergency healthcare center is 16 miles away in Lander. The Indian Health Service is used for routine healthcare, which is available less than five minutes away. The officers also transport juveniles to the boy's school, which is a one-hour drive from the facility. During this drive, the juvenile is escorted by either one detention officer or one detention officer and one patrol officer.
11. **Office Supplies for Staff**
There are sufficient office supplies for staff at the facility.
12. **IT Equipment for Office Use**
There are two computers that are in use by the detention officers. The computers use routine Microsoft Word for booking purposes and for the daily logs. There is no special software for booking.
13. **IT Equipment for Communications Use**
The detention staff is using the dispatch room as the control room at the present time. Thus the dispatch can announce any incoming inmates to the corrections officers. There are sufficient radios that are used while transporting inmates.
14. **Personal Supplies for Inmates**
There are sufficient personal supplies for the inmates.
15. **Uniforms for Staff and Inmates**
There are sufficient uniforms for the use of staff. However, they do need extra-large size, black-and-white striped shirts for the inmates and red jumpsuits for use by trustees at the facility.

16. **Linen for Inmates**
The detention officer reported that there are enough blankets for the present needs. However, the inmates complained of the cold air from the vents in the cell. They requested more than two blankets each.
17. **Furniture and Fixtures for Staff and Inmates**
The furniture and fixtures for the use of inmates are sufficient. However, the corrections staff requires new chairs and a separate space to house the operations of the corrections staff. They will need additional furniture, fixtures, camera consoles and camera system monitors for their use in the new control room.
18. **Transportation Vehicles**
The facility uses a Dodge 2002 nine-passenger van. However, this van does not have a barrier between the inmates and the officer. The car-jack and the lug-nut wrench – potential weapons – were freely available to the inmates behind the last passenger seat. A patrol officer's sedan (Chevy Impala) is also used for transportation.
19. **Fuel for Vehicles**
There is sufficient funding for the fuel used by the vehicles.
20. **Utilities for Facility**
There are sufficient electricity and natural gas available at the facility.
21. **Hot and Cold Water for Kitchen, Laundry and Showers**
There is sufficient hot and cold water for the kitchen, laundry and showers.
22. **Adequate Lighting for Inmate and Staff Areas**
The original inefficient T12 lamped light fixtures are still in use at the facility. The lighting level is generally adequate.
23. **Ongoing Repairs and Maintenance**
Repairs are in progress on fixing the door between the booking room and the jail area. One of the sinks has been clogged for a long time. Appropriate requests have been submitted to the facilities staff.
24. **Deferred Repairs and Maintenance**
 1. The move is pending to separate the detention area from the present dispatch room. It is expected that the present laundry room will be changed to serve as the new detention control room.
 2. The kitchen sinks have been leaking for an extended period of time.
 3. The sewer drains require a filter at the appropriate sewage cleanouts, as well as a thorough clean out. The sewer lines plugged up four times last summer because the inmates flush their towels.

25. **Medical Response at the Facility**
Minimal medicine box and a first-aid kit are available on site. There is no routine visitation by a healthcare nurse to the site. As such, the inmates are not checked for tuberculosis, hepatitis, HIV or AIDS. Officers dispense medications to the inmates. In an emergency, an ambulance is called from Lander, which is 16 miles away.
26. **Booking Process at the Facility**
Booking is conducted manually. There is no booking software available for the use of the detention officer. Booking is conducted in an unsecured space without any barrier between the officer and the inmate. The officer has to walk to two separate locations in the facility to bring the uniform and mattress for the inmate while he's waiting in the booking area. The inmate is not constrained and can follow the officer and hurt him from the back in the process.
27. **Food Service at the Facility**
The kitchen and pantry are well equipped. There is sufficient space for all needs. Kitchen utensils found in unlocked drawers in the kitchen and kitchen knives in unlocked drawers in the propped open pantry could be used as potential weapons against the officers.

Out of a group of eight inmates, one of the inmates reported that he is always hungry. He was seconded by four others. A review was made of the dinner that was to be served that evening. The dinner was to be a pre-prepared boxed frozen food portion of 300 calories supplemented along with two slices of bread and one additional small item. This is insufficient.
28. **Kitchen and Dining Staff at the Facility**
There is no cook at this time. Detention officers provide the cooking and the cleaning of the kitchen. An opening for the cook is being advertised at this time.
29. **Housekeeping Staff at the Facility**
Trustees clean the office area and other common areas within the facility, but not the squad room. Inmates clean their own cells and other common areas. The trustees then mop the cells.
30. **Repairs and Maintenance Staff at the Facility**
The repairs and maintenance are fairly poor because of a lack of response from the facilities maintenance staff. It takes too long (a month or more) once the work order has been placed. There are no routine building checks for repairs and maintenance. Air filters, however, are changed periodically.
31. **Inmate Services Provided at the Facility**
The inmates are evaluated for mental health. The inmates are also provided with religious services when requested. During our meeting with the inmates on April 16, 2006, Inmate 'Sean' requested a meeting with his Shaman,

'White River', and provided his telephone number to contact him. The request was passed on to Detention Officer Ty Williams for appropriate action. There are no routine checks by a nurse for tuberculosis, hepatitis, HIV or AIDS.

32. **Healthcare Assistance in the Community**
Healthcare assistance is provided by the Indian Health Service, which is about five minutes away and regular hospital services are provided in Lander, about 16 miles away.
33. **Other Support Agencies in the Community**
There are no job skills training in the community. Pine Ridge Mental Rehabilitation Facility is provided at the Lander hospital. White Buffalo Substance and Drug Abuse program is available at Fort Washakie. The Boys and Girls Club is available in the community, but suffers from lack of funding.
34. **General Reasons for Detention**
The general reason for apprehension and detention is violent crime in the community. Inmates are very often charged with more than one offense. Substance abuse manifests as other offenses such as domestic violence, sexual assaults, disorderly behavior and homicide. The detention officers reported that, "...such behavior begins at an early age. It is difficult to keep the kids busy, who generally live in remote areas." The crime rate for this community is 677, 641 and 43,395 per 100,000 inhabitants for violent crime, property crime and other crimes, respectively.

The detention officers requested: "...well thought-out and organized programs early in the life of a child, so they could have mentors to look up to and to set good examples." They requested mentoring: "...to motivate both the children and the younger generation." They reported that: "...a lot of the native culture is gone." "...There is 60% to 70% unemployment on the reservation. The Arapahos receive a stipend of \$140 per person per month and the Shoshones receive a stipend of \$325 per person per month. This is enough to get by, but there is a lack of motivation to move forward in life above and beyond, where these children grow. Surprisingly many college graduates return to the reservation. The Native Americans are a proud people, but not humble enough to settle old grudges. This manifests as complications and political issues fairly early in life..."
35. **Potentially Harmful Conditions and Behavior of Inmates**
There have been suicide attempts in the past. One inmate tried to hit his head on the walls and the drains. One inmate tried to suffocate himself with urine-soaked clothing. Another inmate attempted to drink the chemically soaked mopped water in a cup stored in a hidden place. There have been no attempted hangings at the facility. Inmates are segregated and carefully watched on a 'suicide watch' when such behavior is observed.

36. Accountability and Reporting of Incidents
Incidents are reported on a regular basis in an appropriate manner.

DRAFT

Section 3

Facility Review April 16, 2006

1. Exterior Site Conditions

The detention building is shared with the patrol officers, dispatch and the court. The exterior site conditions are poor and insecure.

There are only two cameras that monitor the entire exterior of the building. Inmates can easily bolt out from the court, since the two double doors leading out of the court are unsecured.

The vestibule door at the front entrance, leading to the dispatch window, does not lock itself behind, once the general public has entered past the vestibule up to the dispatch window.

2. Exterior Exercise/Recreation Area

The exterior exercise and recreation area is fairly small for the number of inmates. It cannot be used for fire evacuation for lack of space, and lack of sufficient separation from the building. Razor wire has been added since the two earlier escapes, but it is still fairly easy to climb from the windowsill edge and lift oneself to the roof with blankets thrown over the razor wire. Inmates complained that they have not been out for week. One inmate complained that it had been two months (in February 2006) since he was out in the yard. The detention officer noted that they need extra staff personnel to watch over the inmates even with two cameras looking at the recreational area.

3. Exterior Perimeter Security

Only two cameras watch over the entire perimeter of the building. There is no additional security fence to contain the escapees.

4. Sally Port Security

The Sally port is insecure. The Sally port has a rollup door and a door leading to the outside. Patrol officers generally do not like to drive the squad car with the inmate into the Sally port because of the tight left turn that is required to enter and because of a lack of space inside the Sally port. A patrol officer reported that he has damaged his car taking the turn and does leave the squad car outside the Sally port and escorts the inmate. The door can be locked from the outside. However, it is not secured and can very easily be opened from inside the Sally port. In the past, inmates have bolted out from inside the Sally port. Furthermore, it was observed that the dispatch officer propped open the door between the jail and the Sally port with a

garbage container when she went out to smoke, outside the wide open Sally door.

5. **Building Interior Security**
The interior security of the building is fairly poor. There are few cameras and security is compromised for the detention officers. Cameras have blind spots. The camera monitors inside the dispatch are located such that they are behind and away from the Detention Officer, far in the back and to the side of the Dispatch counter. The Detention Officer is sharing the countertop of the dispatcher at the present time.
6. **Building Structure**
The building is a slab-on-grade with a block-wall structure built in 1969 with a later renovation.
7. **Building Roof**
The building has a metal pitched roof with a flat area for the HVAC equipment in the middle. The roof was repaired last year, but that started new leaks because of the use of incorrect roofing. The roof was fixed again, and at the present time there are no leaks. However, the ceiling tiles that were stained need to be replaced.
8. **Interior Ceilings**
The dispatch area and offices have a drop-in suspended ceiling, while the inmate and kitchen areas have hard ceilings.
9. **Interior Walls**
The interior walls are block-wall and painted.
10. **Interior Flooring**
The interior flooring is sheet vinyl in the common areas car door and dispatch. The flooring is painted concrete in the cells.
11. **Interior Dormitory Cells**
There is sufficient cell space for the number of inmates. Testing was conducted to check the door opening of the cell doors during an emergency. The cell doors can be operated both electrically and mechanically with the controls so arranged that the doors could be opened in case of failure of electrical power. However, during the test four cell doors out of six in the male pod failed to open. One cell door of the two, in block C, failed to open. At the present time inmates cannot be evacuated during an emergency.
12. **Interior Isolation Cells**
The isolation cell has padded walls. However, inmates still have attempted to commit suicide by hitting their heads against the drain cover.

13. **Interior Detoxification Cells**
There is sufficient capacity in the detoxification cell. This cell is used for up to four inmates at a time, if the Detention Officer determines that the inmates will be compatible. Otherwise the inmates are segregated. Inmates are moved out from this cell after eight hours of confinement.
14. **Booking and Intake Area**
Booking is conducted in an unsecured space without any barrier between the officer and the inmate. The officer has to walk to two separate locations in the facility to bring the uniform and mattress for the inmate while he's waiting in the booking area. The inmate is not constrained and can follow the officer and hurt him from the back in the process.
15. **Visitation Area**
The visitation area is fairly small and insecure. Inmates and visitors could pass contraband material through the screen below the glass barrier. There are no telephones, and no cameras that monitor the visitor or the inmate.
16. **Kitchen, Food Preparation and Pantry Area**
The kitchen and pantry are adequate for the number of inmates. It was observed that kitchen utensils that could be used as potential weapons such as spoons flippers and other sharp objects are kept in an unlocked drawer in the kitchen. The knives are kept in an unlocked drawer in the pantry. However, the pantry door leading from the kitchen is held ajar with boxes and is constantly open for access from the kitchen.
17. **Dining Area**
Inmates eat in the common area just outside their individual cells or on a table within the cell in a dormitory space.
18. **Day Room Area**
There is no day room at the facility. Inmates are provided with a TV and DVD player on a trolley in the common area outside the cells. Two TV channels are available for viewing.
19. **Vocational Training Area**
There is no vocational training available at this facility.
20. **First Aid and Medical Assistance Area**
There is no specific medical assistance area at this facility. A first-aid kit is provided. There is no heart defibrillator at the facility.
21. **Toilets and Showers**
There is adequate hot and cold water at the showers and sinks. However, the toilets do not flush well. Flushing of one toilet forces the waste to bubble up in another toilet. Often, the sewage backs up and produces sewage odor in the common areas.

22. **HVAC System**
 There are two natural gas boilers in the mechanical room and attic mounted air handlers. The intake is located at the rooftop. The controls are provided by Barber-Coleman control units that are located in the mechanical room. The controls are not adjusted or are in disrepair, because the male cell area is always too hot and the female cell area is always too cold. However, at the time of the visit, the supply-air at the male cells was fairly cold (rather than being warm for the temperature at the time) sufficient enough for the inmates to ask for extra blankets.
- A professional repairman once explained to the Detention Officer that there is not enough capacity at the air handlers to push the warm air from the heat exchanger at the boiler area, which is located near the male cells, all the way up to the female cells. The log book for the boiler indicated that it is periodically checked. The last check was conducted in the month of March 2006.
23. **Plumbing System**
 The sewer drain backs up whenever several showers and toilets are in use concurrently. Several inmates reported foul smell from the drain in the common area at the men's cell area.
24. **Lighting System**
 There is adequate lighting in the cells and the offices. The original inefficient light fixtures with deep well lamps are still in use.
25. **Electrical Power System**
 The facility is served with a 400 amp, 208 Y/120 V electrical service with fusible disconnects. This is adequate for the present use. A 20 KW backup generator is available for standby emergency power. However, generator logs indicated that it was last tested on May 5, 2005 about one year ago. It is unknown if the generator will start should there be an electrical power failure.
26. **IT System**
 The IT system is adequate for the current use. Corrections software is needed.
27. **Security System**
 Security is compromised in several areas:
1. The front entry door, though coded, did not latch by itself once the public has entered in passed the entry vestibule.
 2. The Plexiglas barrier between the dispatch and the general public allows for an easy target of the dispatch officer.
 3. The personnel door inside the Sally port can be opened from inside the Sally port.

4. Officers do not use the Sally port because of the tight left turn required of the squad car and insufficient space within the Sally port to park and evacuate the inmate.
 5. Inmates attending court could easily run away since all doors to the exterior are unlocked.
 6. Inmates can use the window ledges and blankets over the razor wire to climb out and escape from the recreational yard.
 7. The camera system is inadequate with blind spots and low resolution of the camera monitors.
 8. There are only two cameras to provide security coverage around the exterior of the building.
 9. The camera monitors inside the dispatch area are behind the Detention Officer and far to one side. The Detention Officer cannot monitor the cameras from his present position, at the shared counter with the dispatch, where he is generally working with two additional monitors from his computers.
 10. Kitchen utensils are available in the unlocked kitchen drawers that could be used as potential weapons.
 11. Kitchen knives are available in unlocked doors in the pantry, which can be accessed through the open door from the kitchen.
28. Energy Usage and Conservation
There is no energy conservation process set in place at this facility.
 29. Fire Egress – Exterior and/or Secured Areas
Fire egress to the recreational yard is unacceptable for lack of space and proximity to the building wall. There are no other secured areas to evacuate the inmates in an emergency.
 30. Fire Alarm, Fire Extinguishers and Sprinkler System
There is a sprinkler system in the cells and common areas. There are a few smoke detectors. There are insufficient fire extinguishers. There are no records of routine test or maintenance of the fire alarm, fire extinguishers or the fire sprinkler system.
 31. Building Access for Staff and Inmates
The general public and staff use the front entrance. Inmates use the Sally port.
 32. Hazardous Materials
The building was built in 1969. There are no records of ever having been tested for asbestos, lead paint or mold. There is possible contamination of asbestos in the piping insulation.
 33. Handicap Access for Staff and Inmates
The facility does not have any provisions for handicap access for staff or inmates.

34. Potentially Hazardous Elements
None, other than the return air vents on the walls in the inmates cells.

DRAFT

Section 1
Background Information
of the
Taos Pueblo
Served by the Taos Tribal Detention Center

Taos Pueblo¹
 Federal reservation
 Tiwa
 Taos County, New Mexico

Taos Pueblo
 P.O. Box 1846
 Taos, NM 87571
 505-758-8626
 505-758-8831 Fax

Total area (BIA realty, 2004) 96,106.15 acres

Population (2000 census) 4,484
 Tribal enrollment (BIA labor report, 2001) 2,443

Total labor force (2000 census) 2,318
 Total labor force (BIA labor report, 2001) 1,758
 High school graduate or higher (2000 census) 80.5%
 Bachelor's degree or higher (2000 census) 23.3%
 Unemployment rate (2000 census) 13.7%
 Unemployment rate (BIA labor report, 2001) 10%
 Per capita income (2000 census) \$14,225

LOCATION AND LAND STATUS

Taos Pueblo spans almost one million acres in northern New Mexico. The tribal center is located 3 miles north of the town of Taos and 70 miles north along the Rio Grande from Santa Fe. When the Spanish encountered Taos Pueblo in 1540, it looked much as it does today. Like other Pueblo Indians, the Taos Indians were declared citizens of Mexico when that nation gained its independence from Spain. The United States then confirmed the tribe and its land base under the 1848 Treaty of Guadalupe Hidalgo. In 1996, 764 acres in the Wheeler Park Wilderness were transferred to the tribe. The area includes the Path of Life Trail, which connects the pueblo to the Blue Lake Wilderness. The pueblo is purchasing the 16,000-acre Moreno Ranch.

¹ Excerpts provided under license and permission to Shubnum, from Tiller Research, Inc. Tiller's Guide to Indian Country: Economic Profiles of the American Indian Reservations, 2005 Ed.

On December 20, 2005, SB279 was enacted into law which amended the Act of June 7, 1924 (43 Stat. 636, chapter 331), which in Sec. 20 extended the jurisdiction of the Taos Pueblo as well as the criminal jurisdiction to the boundaries of the original Spanish Land Grant. The Taos Tribal Detention Center now oversees about one-third more land than earlier and this now includes about half the town of Taos. The Taos Tribal Detention Center is located at an elevation of 7160 feet.

PHYSICAL DESCRIPTION

The pueblo sits in a valley at the base of 13,161-foot Wheeler Peak, the tallest mountain in New Mexico. It is the northernmost New Mexican pueblo. Tribal lands contain 60,947 acres of forests, 242 acres of lakes, and 175 miles of streams. This is a beautifully scenic region that supports ample farming and livestock. The pueblo is organized into various zones: a 54,000-acre wilderness zone, 6,160 acres of religious and ceremonial zones, 10,938 acres of housing and crop land zones, 6,500 acres of commercial zones, 925 acres of recreational zones, and 16,957 acres of range management zones.

CLIMATE

Summer temperatures in Taos average in the 80s, and winter highs are in the 30s and 40s.

GOVERNMENT

Taos Pueblo is a sovereign, self-governed community with a traditional form of government consisting of the tribal council, the Office of the Governor, and the Office of the War Chief. The tribal council is the tribe's highest authority, handling all the pueblo's major concerns, and it consists of more than 50 male members who serve for life. The council's members include important religious leaders and all former governors, lieutenant governors, war chiefs, and lieutenant war chiefs. The tribal council appoints the governor, the war chief, and their staffs, who serve one-year terms of office and handle all the pueblo's day-to-day affairs.

The Governor's Office consists of 10 officials. Their jurisdiction includes the village itself, church matters, the well-being of the pueblo community, law and order, roads, water issues, and primary relations with the non-Indian community.

The 12 staff members in the War Chief's Office have jurisdiction over the land and natural resource base, with the exception of water resources. They are responsible for boundary control, trespass matters, hunting, grazing, and crop control, and they take care of the pueblo's herd of bison, which numbers more than 90 head.

Within this traditional framework, the tribal government established the central management system to manage and administer the pueblo's federal program responsibilities not handled by the Governor or the War Chief.

INFRASTRUCTURE

The pueblo is accessible by Highway 68, which runs north-south through the town of Taos, and Route 240, which runs directly to the reservation. Access to interstate highways include I-25, 75 miles south near Santa Fe, and I-40, 135 miles south in

Albuquerque. The TNM Bus Line runs to and from Taos, Taos Ski Valley, Santa Fe, and Albuquerque. The Taos Municipal Airport is open 24 hours and features a 5,800-foot runway. The nearest commercial train service is in Lamy, New Mexico.

During the last 15 years, electric, water, and sewer utility lines were extended to serve most of the residential areas of the reservation. Extension of natural gas services is under negotiation.

Electricity - The pueblo does not allow electricity within its old village. However, it does have electric service at the Detention Center.

Water Supply - Water is obtained from Taos Creek.

In 2000, the tribe received a joint EPA grant with the Jicarilla Apache Tribe to collaboratively develop solid waste management programs at their respective reservations. The tribal council has approved the development of a waste transfer station near the former landfill site. Indian Health Service will assist in finalizing the project's plans. At this time the waste is connected to the waste services of the town of Taos.

COMMUNITY FACILITIES AND SERVICES

Education - On-reservation education services include a Head Start program, and the K-8 BIA-operated Taos Day School. Both public and private schools in the nearby town of Taos offer K-12 education. Several families elect to board their junior high and high school-aged children at the BIA-operated Santa Fe Indian School. Options for postsecondary education are expanding due to the newly established Taos Campus of the University of New Mexico. The tribe offers a scholarship program for members seeking a postsecondary education.

Health Care - Health services are available through the Taos/Picuris Health Center. The center recently became its own service unit. The center offers medical, dental, health education, nutrition, behavioral health, public health nursing, community diabetes, occupational therapy, contract care, environmental health, and sanitation programs. Special clinics are organized to deal with women's health, diabetes, children, wellness, and other health issues as needed. Other medical facilities include Holy Cross Hospital in the Town of Taos, private physicians, and the Santa Fe Indian Hospital. The Detention Center uses services for inmates from both, the Holy Cross Hospital and the Taos/Picuris Health Center. For emergencies, the 'Life Flight' helicopter can serve from as far away as Albuquerque.

Section 2

Program Review March 17, 2006

This is only a 72-hour holding facility. Since the judge is available only on Mondays, Tuesdays and Wednesdays, and there is a shortage of detention capacity at this facility and insufficient funding to house inmates off-site, a system of early releases has been worked out for 80% of the inmates. The detention facility was added on to the existing fire station, which still facilitates some of the functions that are required of the detention facility.

1. **Funding of Operations**
All funding for operations is derived from the PL 638 program. There is no tribal contribution. Funding amounts to approximately \$468,000 which includes all operations and the O and M budget. Funding is not separated between law enforcement and detention at this time. The entire funding approximates \$1 million for all law enforcement.
2. **Funding of Repairs and Maintenance of Facility Structure**
Funding for the repairs and maintenance of the facility are provided through the PL 638 program.
3. **Policies and Procedures**
The BIA manual is referenced as a source of policies and procedures. The chief detention officer, who also serves as the dispatch officer, is working on a set of policies and procedures that are expected to be completed by September 30, 2006. Upon completion, these policies and procedures need to be approved by the governor's office of the Taos Pueblo.
4. **Staffing**
There is a shortage of staff at the facility. There is a total full-time staff of four detention officers, two of whom are certified and the other two are non-certified. The detention officer also serves as the dispatch officer. As of December 20, 2005 the physical criminal jurisdiction has increased more than twice the earlier physical area that was served by this law enforcement and detention staff. The physical jurisdiction now includes about half the city of Taos as well as other outlying areas that have collectively created an additional demand for additional staff at the facility. This increasing jurisdiction resulted from Senate Bill 279 that was enacted into law, which was based on Section 1 of the Indian Pueblo Land Act amendment, based on the Act of June 7, 1924 regarding criminal jurisdiction and the jurisdiction of the Pueblo. This change is expected to increase on the population at the detention facility.

5. **Programs**
There are no programs for the benefit of the inmates at this facility.
6. **Staff Training**
The staff does not receive any additional training besides that at the Academy upon certification.
7. **Space for Inmates On-Site**
There are two cells at the facility. There is a space for four male inmates and four female inmates on-site.
8. **Space for Inmates Off-Site**
Inmates often are sent to off-site facilities at the Ute tribal facility which charges \$50 per inmate per day or to the county jail which charges \$100 per inmate per day. On average there are 26 inmates that need housing per day.
9. **Staffing Capacity for the Inmates On-Site**
There is one detention officer on duty at any given time. The officers work in 12-hour shifts.
10. **Staffing Capacity for Transportation and Escort for Inmates**
The detention officers, with the help of the police officers, provide for the transportation and escort of inmates. Because of a shortage of staff, inmates are often dropped off at the healthcare facility and picked up at a later time.
11. **Office Supplies for Staff**
There are sufficient office supplies for staff at the facility.
12. **IT Equipment for Office Use**
There are two computers at the facility which are shared by dispatch, detention and the police officers. The dispatch uses an additional computer at the dispatch/central control station for the detention. The work area for the police officers is the shared kitchen, lunchroom, workroom, intoxilyzer room and storage/cleaning equipment room for the facility.
13. **IT Equipment for Communications Use**
There is insufficient IT equipment for communications. There is a need for head set/microphone combination set for the detention officer to enable the use of both hands. This officer also serves as the dispatch officer. A new radio antenna was recently installed at the facility.
14. **Personal Supplies for Inmates**
Families provide personal supplies for the inmates.
15. **Uniforms for Staff and Inmates**
There are sufficient orange jumpsuits for the inmates in the small and medium sizes. There are insufficient jumpsuits for tall inmates. Four sets of uniforms were ordered two years ago for the detention staff. Uniforms are

not provided for the non-certified staff until they are certified, which could be a long time.

16. **Linen for Inmates**
Only blankets are provided to the inmates. The blankets are wearing out fast as they are washed after the use by each inmate. Each inmate uses four blankets during the wintertime and two blankets per inmate are used during the summertime.
17. **Furniture and Fixtures for Staff and Inmates**
Furniture and fixtures are very old but are sufficient at this time.
18. **Transportation Vehicles**
The facility uses the police units as transportation vehicles for the transportation of inmates.
19. **Fuel for Vehicles**
At this time there is sufficient fuel for the vehicles.
20. **Utilities for Facility**
There is sufficient funding for utilities for the facility at this time.
21. **Hot and Cold Water for Kitchen, Laundry and Showers**
There is sufficient hot and cold water at the facility. Only cold water is provided in the cells. The laundry is located in the fire station, as are the storage cabinets for clean uniforms and blankets for the inmates.
22. **Adequate Lighting for Inmate and Staff Areas**
There is insufficient lighting at the facility. Light fixtures are not vandal-resistant.
23. **Ongoing Repairs and Maintenance**
There is insufficient funding for ongoing repairs and maintenance. The detention officer provides routine repairs and maintenance at the facility.
24. **Deferred Repairs and Maintenance**
Repairs are needed for the aging conference table and chairs. The plumbing, water and sanitation systems need to be replaced. The roof needs to be replaced. HVAC ductwork and abandoned flue needs to be appropriately covered. Exposed electrical wiring needs to be routed through appropriate conduits.
25. **Medical Response at the Facility**
The facility has a small medicine locker and maintains a medicine log for each of the inmates. The detention officer dispenses medications to the inmates. One of the inmates uses 13 separate medications. The inmates generally use diabetic drugs, high blood pressure drugs, drugs for gout, heart

disease, epilepsy and a large number of anti-depression drugs, all of which are dispensed by the detention officer.

26. **Booking Process at the Facility**
The booking process is inadequate. Inmates are escorted through the corridor to a small window in the corridor at the dispatch/central detention control room. The window has a shallow countertop. A four-page booking form is filled out and the inmate is escorted to the cell.
27. **Food Service at the Facility**
Lunch food service is provided by the Senior Center located next door and breakfast and dinners are purchased from the local Quality Inn. The detention officer transports all meals to the facility.
28. **Kitchen and Dining Staff at the Facility**
There is no kitchen at the facility. There is no kitchen or dining staff at the facility.
29. **Housekeeping Staff at the Facility**
There is one part-time individual who provides housekeeping services on weekdays. The detention staff provides the remaining housekeeping services for the housing area and the dispatch offices.
30. **Repairs and Maintenance Staff at the Facility**
One part-time individual provides minor repairs and maintenance at the facility. Remaining repairs and maintenance are provided by the detention staff.
31. **Inmate Services Provided at the Facility**
The detention staff provides the dispensing of medication services at the facility.
32. **Healthcare Assistance in the Community**
The Indian Health Services provides healthcare assistance in the community.
33. **Other Support Agencies in the Community**
Community services that are available to the inmates include drug and alcohol recovery program and the Indian Health Services program.
34. **General Reasons for detention**
The general reason for apprehension and detention is violent crime in the community. Abuse of cocaine is now prevalent in the community.
35. **Potentially Harmful Conditions and Behavior of Inmates**
Exposed plumbing and electrical wiring combined with articles of clothing can lead inmates to harm themselves.
36. **Accountability and Reporting of Incidents**
All incidents are reported to the Pueblo and the BIA.

Section 3

Facility Review March 17, 2006

1. **Exterior Site Conditions**
Exterior site conditions are fairly poor. The facility is located off the main unpaved road which is very dusty in the summer and muddy in the winter. The footprint of the facility is several inches below the surrounding area and as such accumulated runoff and snowmelt off from the surrounding area penetrates the building, which creates a slippery and unsafe condition as inmates are transported in and out of the facility.
2. **Exterior Exercise/Recreation Area**
There is no exterior exercise/recreation area for the inmates. Inmates are escorted out of the facility to a wooden bench on the entrance patio which serves as the day room and/or the exercise and recreation area. This space is unsecured.
3. **Exterior Perimeter Security**
There is no exterior security around the perimeter of the facility. There are no cameras that cover the perimeter other than the entrance door at the facility.
4. **Sally Port Security**
There is no Sally port or any fenced enclosure that may serve as a Sally port. Inmates are dropped off and picked up at the second corridor door at the front entrance.
5. **Building Interior Security**
Interior security of the building is adequate. Three cameras provide monitoring at the dispatch which also serves as the central control station for the detention officer.
6. **Building Structure**
The detention facility is an add-on to an original fire station at this site. The original fire station is still in use. The law enforcement facility and the lunchroom/workroom were added later. The three combined add-on facilities have been detrimental to a unified envelope for the structure. The roof leaks at the two joints and is causing continuous damage. The structure is a block wall construction with slab-on-grade. The exterior is finished with plaster to resemble an adobe structure.
7. **Building Roof**
The building roof is in disrepair. A new roof is needed.

8. Interior Ceilings
Interior ceilings are adequate. Six stained ceiling tiles need to be replaced.
9. Interior Walls
Interior walls are of block-wall construction.
10. Interior Flooring
Interior floorings consist of painted concrete in the housing area and VCT flooring in the corridors and offices.
11. Interior Dormitory Cells
Interior dormitory cells are adequate.
12. Interior Isolation Cells
There are no interior isolation cells. The dormitory cell serves as an isolation cell if it is vacant.
13. Interior Detoxification Cells
There are no interior detoxification cells. The dormitory cell serves as a detoxification cell if it is vacant.
14. Booking and Intake Area
The booking and intake area is the main corridor that leads from the exterior to the inmates' cells. Booking is conducted at the window in the corridor which is shared by the central control station and the corridor.
15. Visitation Area
There is no visitation area for any visitors.
16. Kitchen, Food Preparation and Pantry Area
There is no kitchen, food preparation or pantry area at the facility.
17. Dining Area
There is no dining area at the facility. Inmates eat in their cells.
18. Day Room Area
There is no day room at the facility. Inmates are provided outdoor time on the wooden bench located at the front entrance patio.
19. Vocational Training Area
There is no vocational training area at the facility.
20. First Aid and Medical Assistance Area
There is no first aid and medical assistance area at the facility.

21. **Toilets and Showers**
A combination sink-toilet sink unit is provided in each dormitory cell. A common shower stall is provided for the use of all inmates. The facilities are inadequate for the number of inmates at a given time.
22. **HVAC System**
The HVAC system provides sufficient cooling and heating. Exposed ductwork and an abandoned flue need to be repaired and covered.
23. **Plumbing System**
The plumbing system is in disrepair. A new hot-water tank and appropriate hot and cold water lines need to replace the existing plastic lines. The water and sanitation lines need to be replaced.
24. **Lighting System**
The lighting system is inadequate. New and appropriately rated light fixtures and electrical distribution is needed.
25. **Electrical Power System**
A 200 amps single phase service was installed in August of 2005. There is sufficient electrical power for the use of the facility. An emergency backup generator is needed. A battery-backed emergency light fixture is located in the corridor but it is uncertain if it has ever been tested.
26. **IT System**
The IT system is adequate. The detention/dispatch uses one computer station for the routine duties. However, the detention facility needs access to the Internet.
27. **Security System**
The security system is inadequate. Additional cameras for interior and exterior security are needed. Appropriate fencing is needed to create a staging and evacuation area in case of an emergency.
28. **Energy Usage and Conservation**
The facility does not provide energy conservation at this time. The facility requires weatherization at all doors and windows.
29. **Fire Egress – Exterior and/or Secured Areas**
The facility does not have signage for fire egress except for exit signs on the door. No fire drills are conducted because of a shortage of staff. The facility does not have a secure staging area in case of an evacuation during an emergency.
30. **Fire Alarm, Fire Extinguishers and Sprinkler System**
The facility has one fire extinguisher and one local smoke detector, but it does not have either a fire alarm system or a sprinkler system. The facility is

located in the same building and adjacent to the fire station and does have access to two fire trucks.

31. **Building Access for Staff and Inmates**
The detention staff enters through the main entrance while the inmates are escorted through the corridor door which is also located at the front entrance.
32. **Hazardous Materials**
The facility was added-on in 1987 at which time hazardous material such as asbestos and lead paint were not in use.
33. **Handicap Access for Staff and Inmates**
There are no provisions for access by staff, visitors or inmates who are disabled.
34. **Potentially Hazardous Elements**
Exposed plumbing and electrical wiring combined with articles of clothing can lead inmates to harm themselves. Inmates are also susceptible to inappropriate doses of prescription medications that are not monitored by a medical staff.

DRAFT

Section 1

**Background Information
of the
Laguna and Acoma Pueblos
Served by the Laguna Tribal Detention Center**

Laguna Pueblo¹

Federal reservation

Keresan

Valencia, Bernalillo, and Sandoval counties, New Mexico

Pueblo of Laguna

P.O. Box 194

Laguna, NM 87026

505-552-6654

505-552-6941 Fax

Total area (BIA realty, 2004) 495,442.66 acres

Total population (2000 census) 3,815

Tribal membership (BIA, 2001) 7,825

Total labor force (2000 census) 1,288

Total labor force (BIA, 2001) 3,393

High school graduate or higher (2000 census) 79.4%

Bachelor's degree or higher (2000 census) 7.5%

Unemployment rate (2000 census) 16.1%

Per capita income (2000 census) \$8,773

LOCATION AND LAND STATUS

The Laguna Pueblo is located about 45 miles west of Albuquerque in west-central New Mexico. The pueblo consists of six separate villages located along the Rio San Jose Valley: Laguna/Old Laguna, Encinal, Mesita, Pagate, Paraje (Casa Blanca), and Seama. Reservation lands total 533,000 acres in three locations, with the two smaller segments situated southwest and northwest of the main reservation.

The Village of Old Laguna was originally recognized through Spanish land grants in 1699, while studies suggest habitation well before this date. Acts of Congress in 1858 and 1869 confirmed the original Spanish land grants of all the existing New Mexico pueblos except

¹ Excerpts provided under license and permission to Shubnum, from Tiller Research, Inc. Tiller's Guide to Indian Country: Economic Profiles of the American Indian Reservations, 2005 Ed.

for Laguna and Zuni. Laguna Pueblo's land grant was not officially confirmed and patented until November 7, 1906.

PHYSICAL DESCRIPTION

The land is semiarid and marked by buttes, mountains, and high desert terrain. Elevations range from just over 5,000 feet at the junction of the Rio Puerco and Rio San Jose, to a high of nearly 8,500 feet at the foothills of Mt. Taylor. The Detention Center is located at an elevation of 5814 feet.

GOVERNMENT

The Pueblo of Laguna's constitution was adopted in revised form in 1958 following the Indian Reorganization Act. The constitution was revised again in 1982. The tribal government consists of a 21-member council, composed of two members elected from each village and nine staff members elected at large. Terms of office are staggered, each member serving a two-year term. The council members include a governor, first lieutenant governor, second lieutenant governor, head 'fiscale', second 'fiscale', treasurer, secretary, and interpreter. The council holds meetings weekly. Additionally, each village holds a weekly meeting to determine its position on upcoming council decisions. All men 18 years of age and over are required to attend village meetings and functions. The tribal government also maintains its own judicial system. Tribal headquarters are located in Old Laguna.

INFRASTRUCTURE

Interstate 40 and the old Route 66 pass east-west through the reservation. The tribal roads department maintains the secondary roads on the reservation. Commercial air service is available at Albuquerque International Sunport, 45 miles to the east. Numerous commercial truck lines serve the reservation directly. The Santa Fe Railroad has a currently unused rail spur in the Village of Laguna, while the company offers commercial rail service in Albuquerque. Commercial bus service is available in Grants, 30 miles to the west.

Electricity - Continental Divide Electric Cooperative in Grants, New Mexico, provides electricity.

Fuel - Union Gas Company provides gas service to the reservation.

Water Supply - The tribe maintains its own water and sewer system.

Telecommunications - The reservation receives radio, television, and cable services out of Albuquerque.

COMMUNITY FACILITIES AND SERVICES

The community center and tribal offices are located in the Village of Old Laguna.

Education - Laguna Pueblo has its own department of education, created in 1992, and operates Head Start and daycare programs. The pueblo hosts the Laguna Elementary School (run by the BIA) and a newly built junior high school. Older students attend the Laguna-Acoma High School, which is operated by Cibola County. The Laguna Higher Education program assists eligible Laguna students pursuing postsecondary degrees at accredited

institutions, as well as those pursuing certification at vocational schools. The pueblo also has a scholarship program to serve its members.

Health Care - The Acoma-Cañoncito-Laguna Hospital furnishes local health care. The Laguna Rainbow Center provides long-term care for the tribe's elderly.

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Acoma Pueblo²

Federal reservation

Keresan

Cibola County, New Mexico

Pueblo of Acoma

P.O. Box 309

Acomita, NM 87034

505-552-6604

505-552-7204 Fax

Total area (BIA realty, 2004) 378,262.41 acres

Population (2000 census) 2,802

Tribal enrollment (Tribal source, 2004) 4,754

Tribal enrollment (2000 census) 2,802

Total labor force (2000 census) 793

Total labor force (BIA, 2001) 1,394

High school graduate or higher (2000 census) 73%

Bachelor's degree or higher (2000 census) 8.5%

Per capita income (2000 census) \$8,794

LOCATION AND LAND STATUS

The Pueblo of Acoma is located in the northwest corner of Cibola County, New Mexico. The pueblo is 120 miles from Santa Fe, 56 miles west of Albuquerque, and 15 miles east of Grants. Adjacent to the Pueblo of Laguna, the reservation spans approximately 448,037 acres. Most of the reservation lies south of I-40 between Grants and Albuquerque. The reservation includes the villages of Acomita, McCartys, Shutivaville, Anzac, and Old Acoma.

Old Acoma, or Haaku, often referred to as "Sky City" by Americans, lies atop a 365-foot mesa above the surrounding valley of sparse, dry farmland with its mixture of piñon and juniper growth. The original pueblo consists of 250 dwellings, none of which have running water or sewer service. Fewer than 50 families continue to reside in Old Acoma.

The Spanish made the original land grant to the Pueblo of Acoma on September 20, 1689. President Hayes confirmed the grant by a patent, which was issued on November 19, 1877.

CLIMATE

The area receives about 9.58 inches of precipitation each year with an average temperature range of 76°F in summer and 35°F in winter.

² Excerpts provided under license and permission to Shubnum, from Tiller Research, Inc. Tiller's Guide to Indian Country: Economic Profiles of the American Indian Reservations, 2005 Ed.

GOVERNMENT

The Pueblo of Acoma is governed by a 12-member tribal council and 5 tribal administrative officers. The tribal governor, first and second lieutenant governors, tribal secretary, and tribal interpreter constitute the tribal administration. The Acoma Tribal Administration and the Acoma Tribal Council are appointed through a traditional, cultural leadership process.

In 1863 President Lincoln presented a silver-headed cane to Acoma and several other pueblo groups in New Mexico in recognition of their political and legal right to land and self-government. Traditionally, the governors of each pueblo keep their cane as a symbol of their authority during their terms of office. Although the tribe is organized under the Indian Reorganization Act of 1934, Pueblo of Acoma chose not to adopt a constitution or charter. Acoma's traditional government serves as a stabilizing force for the community.

The Pueblo of Acoma has an established tribal court system with an independent and separate trial court. The tribal council currently serves as the appellate court. The Pueblo of Acoma is a member of the recently constituted Southwest Inter-Tribal Court of Appeals. The pueblo has adopted a business property tax and a gaming ordinance, which regulate business development for the Sky City Junction.

INFRASTRUCTURE

The pueblo is traversed by I-40. An international airport is located in Albuquerque about 60 miles to the east. Greyhound and Trailways bus companies serve the region, as do UPS and FedEx. Passenger rail service is available in Albuquerque.

Electricity - The Continental Divide Electric Cooperative supplies electricity to the reservation.

Fuel - The Gas Company of New Mexico provides gas service.

Water Supply - The tribe maintains two standard lagoon sewage systems. Recent construction of an extended aeration wastewater treatment plant on the eastern part of the reservation improved the existing system.

Telecommunications - Tribal members have access to cable television service and three local radio stations.

COMMUNITY FACILITIES AND SERVICES

Education - Educational opportunities available on pueblo lands include the Sky City Community School operated by the BIA, and the Haaku Learning Center which is a preschool education facility owned and operated by the pueblo. Acoma students also attend Cubero Elementary School, Los Alamos Middle School, Laguna-Acoma High School, Grants High School, Santa Fe Indian School, and private schools, all of which are off the reservation. There are many postsecondary education institutions located off the reservation that serve Acoma students. Some postsecondary education students attend the Grants branch of New Mexico State University, which offers vocational and technical training.

Health Care - The Acoma-Canoncito-Laguna Hospital provides health care to tribal members from Acoma, the Pueblo of Laguna, and the Canoncito Band of Navajos. A

dialysis center is located adjacent to the Acoma-Canoncito Laguna Hospital that serves members from the three tribes.

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Section 2

Program Review March 8, 2006

1. **Funding of Operations**
Funding is pooled into a common fund which is contributed both by the tribe as well as the BIA. Additional details could not be ascertained.
2. **Funding of Repairs and Maintenance of Facility Structure**
Funds for the operation and maintenance of the facility are separate.
3. **Policies and Procedures**
There are no specific policies and procedures for the facility.
4. **Staffing**
There are five full-time officers and one part-time officer. Six officers on 12-hour shifts support an average population of 30 inmates. On the day of the visit, there were 23 inmates who were supervised by three officers.
5. **Programs**
The facility assists the inmates to achieve the GED diplomas through the Partners in Success program. A number of community resources are available to the inmates during and after incarceration.
6. **Staff Training**
Staff training could not be determined.
7. **Space for Inmates On-Site**
There is a total space for 30 beds of which three beds are unusable at this time. One of the juvenile cells is out of operation and the police use two cells for storage.
8. **Space for Inmates Off-Site**
Inmates are routinely sent off-site for lack of space at the facility. Juveniles are sent off-site since juveniles are not housed at this facility.
9. **Staffing Capacity for the Inmates On-Site**
There is a total capacity of three officers per 12-hour shift for an average inmate population of 30. Routinely officers put in more time as a result of holidays, sick days and other unplanned contingencies that may arise leading the staff short-handed. Salaried officers put in an extra 12 hours per week and hourly officers put in five to nine hours per week of additional time beyond the structured shift time. In addition officers also volunteer for cleanup duties and the transportation of trash.

10. **Staffing Capacity for Transportation and Escort for Inmates**
Detention officers also provide for the transportation and escort of inmates for healthcare needs and transportation to other facilities.
11. **Office Supplies for Staff**
There is insufficient funding for office supplies for the staff. Routinely, staff use personal funds to purchase office supplies.
12. **IT Equipment for Office Use**
There is sufficient IT equipment for routine use in the offices.
13. **IT Equipment for Communications Use**
There is sufficient IT equipment for communications at the facility.
14. **Personal Supplies for Inmates**
There is insufficient funding for the personal supplies for inmates. The church and families provide for such needs.
15. **Uniforms for Staff and Inmates**
There is insufficient funding for uniforms for the staff or inmates. The staff provides for their own uniforms through their personal funds.
16. **Linen for Inmates**
There is insufficient funding for blankets. The families of the inmates generally provide blankets and other essentials for inmates.
17. **Furniture and Fixtures for Staff and Inmates**
The staff and inmates make do with old furniture. There is no institutional furniture for the inmates. The facility operates as a rehabilitation facility, which it was, prior to being converted to a detention facility.
18. **Transportation Vehicles**
Patrol cars are used to transport inmates.
19. **Fuel for Vehicles**
There is sufficient funding for fuel for the vehicles.
20. **Utilities for Facility**
There is sufficient funding for the utilities for the facility.
21. **Hot and Cold Water for Kitchen, Laundry and Showers**
Hot and cold water are available at the kitchen and the showers. There is no hot water at the laundry.
22. **Adequate Lighting for Inmate and Staff Areas**
There is adequate lighting for the inmate and staff areas.

23. Ongoing Repairs and Maintenance
There are no ongoing repairs and maintenance at the facility at this time.
24. Deferred Repairs and Maintenance
The building was designed and built in 1973 as a rehabilitation center and was converted to a detention facility later.
The plumbing system needs to be replaced at the facility.
The facility needs repairs for the roof.
An appropriate control room with proper monitoring for the cameras is needed for the detention staff.
Appropriate locks are needed to secure the building.
Appropriate insulation and weatherization for the entire building are needed.
New ceilings are needed throughout the facility.
New controls are needed for the HVAC system.
Additional cameras are needed to provide sufficient coverage both, inside and outside the building.
Provisions need to be made for the staff, visitors and inmates who are disabled.
25. Medical Response at the Facility
Minimal medical response is provided at the facility. Inmates are transported to the local healthcare clinic by the detention officers. Depending on the physical time that is required for healthcare, the detention officers leave the inmates at the healthcare facility to be retrieved at a later time when the inmate is ready to return to the detention facility.
26. Booking Process at the facility
Inmates are escorted through the side door and into the hallway where a window with a countertop serves as the booking station.
27. Food Service at the Facility
Food service is adequate at the facility.
28. Kitchen and Dining Staff at the Facility
A cook serves as the kitchen and dining staff at the facility. The cook is assisted by the inmate trustees.
29. Housekeeping Staff at the Facility
Housekeeping is performed by the staff and inmates.
30. Repairs and Maintenance Staff at the Facility
Repairs and maintenance staff is shared by other facilities. Routine repairs are not performed in a timely manner.
31. Inmate Services Provided at the Facility
The facility provides assistance to the inmates with a GED diploma.

32. **Healthcare Assistance in the Community**
The ACL - Acoma-Canoncito-Laguna Health Center (Public Health Services - PHS) provides behavioral health counseling and medical assistance to sick inmates.
33. **Other Support Agencies in the Community**
These community-based support programs are available for the use by the inmates during incarceration and after incarceration. These programs include the following:
The Laguna Services Center provides alcohol assessment, mental behavior assessment, alcohol and drug counseling and a DUI school.
The Family Services Center provides domestic abuse counseling, family enrichment counseling and parenting classes.
The Partners for Success program provides assistance with a GED program as well as assistance with job-search programs.
The Vocational Rehabilitation Program provides vocational training in the culinary arts and auto mechanics.
The Social Services Program provides assistance to children and assistance with finance to families until they can support themselves.
34. **General Reasons for Detention**
The general reason for apprehension and detention is the onset of drugs-related violent crime. The crime rate for this community is 153, 1018 and 16,489 per 100,000 inhabitants for violent crime, property crime and other crimes, respectively.
35. **Potentially Harmful Conditions and Behavior of Inmates**
Inmates may harm themselves by using the surface-mounted sprinkler system in combination with articles of clothing and strings available in the shower stalls.
36. **Accountability and Reporting of Incidents**
Incidents are reported at a local level.

Section 3**Facility Review
March 8, 2006**

1. **Exterior Site Conditions**
Exterior site condition is adequate. The facility is a public building and accessible to the general public. However, the general public does not have access to do the exterior walls and windows of the individual cells.
2. **Exterior Exercise/Recreation Area**
The exterior exercise/recreation area is adequate. This area also serves as the fenced area for the use as a Sally port and a secure space for delivery trucks making deliveries to the kitchen.
The area is enclosed with the chain-link fence topped with barbed wire and razor wire.
3. **Exterior Perimeter Security**
The exterior perimeter security is adequate. Fixed cameras monitor about half the perimeter of the facility, and only that which is accessible to the inmates.
4. **Sally Port Security**
There is no specific Sally port at the facility. The fenced area used for exercise/recreation is also used for a Sally port. Inmates are escorted through the side door at one end of the central corridor up to the booking window.
5. **Building Interior Security**
There is minimal interior security within the building. The system of fixed-view cameras has been recently installed to monitor part of the interiors of the building. The camera monitors are at the central dispatch located within the building.
6. **Building Structure**
The building consists of slab-on-grade, block-wall construction with an adobe façade. The structure appears to be in good condition for a 33-year-old building.
7. **Building Roof**
The building roof needs repairs.
8. **Interior Ceilings**
Entire interior ceilings are in disrepair. The ceilings have not been replaced as damage occurred resulting from age or roof leaks for the past 33 years.
9. **Interior Walls**
The interior walls are of block-wall construction in the detention area.

10. **Interior Flooring**
The interior flooring consists of vinyl tile and painted concrete slab. The flooring is in disrepair.
11. **Interior Dormitory Cells**
There are two dormitory clusters, one for the male inmates and one for the female inmates. Each dormitory cluster can house up to 12 inmates, housed in three cells, each containing four inmates.
12. **Interior Isolation Cells**
There is one interior segregation cell each, for the use of male and female inmates.
13. **Interior Detoxification Cells**
There is one interior detoxification cell each, for the use of male and female inmates.
14. **Booking and Intake Area**
The intake area is the extension of the central corridor where inmates are escorted through the side door. Booking is conducted at the window with a countertop in this corridor.
15. **Visitation Area**
There is no specific space for visitation at the facility. All visitors enter through the public entrance up to the police/public counter where the police summon the detention officer.
16. **Kitchen, Food Preparation and Pantry Area**
The kitchen and food preparation area is adequate. The pantry is created within the dining space using temporary partitioning walls. This space is unsecured.
17. **Dining Area**
The dining area is adjacent to the kitchen. This area also serves as the day room, meeting room for attorneys and their clients and the vocational training area.
18. **Day Room Area**
There is no specific day room at the facility. A small open space with a TV set outside each of the dormitories serves as a day room for the male and the female inmates.
19. **Vocational Training Area**
A small space within the dining area is set aside with two computer stations that serve as the vocational training area for the inmates.
20. **First Aid and Medical Assistance Area**
There is no specific first aid and medical assistance area at the facility.

21. **Toilets and Showers**
Toilets and showers are in disrepair. There is a combination of stainless steel toilets and sink combination units and porcelain sinks and toilets all of which are in disrepair. Roughly half of these units are in operation at this time.
22. **HVAC System**
The HVAC system is inadequate to serve the space. HVAC controls need to be repaired and the building needs to be weatherized to provide adequate heating and cooling.
23. **Plumbing System**
The plumbing system is in disrepair. The non-accessible plumbing system needs to be replaced with an alternate system of sanitation and water piping.
24. **Lighting System**
The lighting system is adequate.
25. **Electrical Power System**
The electrical power system is adequate. There is no backup emergency generator. Emergency egress lighting is provided only in the central corridor.
26. **IT System**
The IT system is adequate.
27. **Security System**
The security system is inadequate. Doors need to be secured with appropriate locks and additional cameras need to be provided. The security systems need to be integrated at the detention control station rather than the police dispatch.
28. **Energy Usage and Conservation**
There is no awareness for energy usage and conservation at the facility. Several windows have large enough cracks to feel an air draft. Other windows are sealed with a plastic covering to prevent air drafts. The central heating is kept at high temperature to offset the penetrating cool air from outside.
29. **Fire Egress – Exterior and/or Secured Areas**
Fire egress is inadequate. The physical distance for egress from the cells is excessive. Only one of the two doors in the corridor is equipped with panic hardware. The other door is padlocked with a commercial padlock. Because of the deep interior pods that provide housing, the physical space cannot be evacuated in three minutes in an emergency. There is no secure space at a sufficient distance from the building, to stage the evacuated inmates.
30. **Fire Alarm, Fire Extinguishers and Sprinkler System**
Fire-life-safety systems are minimal at the facility. A retrofitted surface-mounted sprinkler system is installed at the facility. A smoke detector and a fire extinguisher were noticed at the facility. No records were found for the periodic testing for any of the life safety systems.

31. **Building Access for Staff and Inmates**
The staff accesses the building through the front entrance. Inmates are escorted through the side entrance.
32. **Hazardous Materials**
The building was built at a time when the use of asbestos and lead was prevalent in construction. A survey for hazardous materials was conducted at one time, but no test reports were found and there were no records if abatement was performed at the facility.
33. **Handicap Access for Staff and Inmates**
There are no provisions at the facility for appropriate access by staff, inmates or visitors who are disabled.
34. **Potentially Hazardous Elements**
Inmates may harm themselves by using the surface-mounted sprinkler system in combination with articles of clothing and strings available in the shower stalls.

DRAFT

Section 1

Background Information of the Colorado River Indian Tribes Reservation Served by the Colorado River Tribal Detention Center

Colorado River Indian Tribes Reservation¹

Federal reservation

Chemehuevi, Hopi, Mohave, and Navajo

La Paz County, Arizona; San Bernardino and Riverside counties, California

Colorado River Indian Tribes Reservation

Route 1, Box 23-B

Parker, AZ 85344

928-669-9211

928-669-1391 Fax

Web site: itcaonline.com/tribes_colriver.html

Tribally owned lands (Tribal source) 269,921 acres

Population (2000 census) 7,466

Tribal enrollment (Tribal source) 3,595

Total labor force 3,252

High school graduate or higher 61.8%

Bachelor's degree or higher 9.6%

Unemployment rate 5.9%

LOCATION AND LAND STATUS

The Colorado River Indian Reservation is a federal reserve established on March 3, 1865, for the "Indians of said river and its tributaries." Reservation lands include almost 270,000 acres along both sides of the Colorado River between Parker, Arizona, and Blythe, California. The largest portion of land, consisting of 225,996 acres, is located in La Paz County, Arizona, and 42,696 acres are in San Bernardino and Riverside counties, California.

PHYSICAL DESCRIPTION

Most of the territory is characterized as low, arid desert land; however, the 45-mile corridor adjacent to the Colorado River is rich, loamy, fertile river-bottom land. Parker,

¹ Excerpts provided under license and permission to Shubnum, from Tiller Research, Inc. Tiller's Guide to Indian Country: Economic Profiles of the American Indian Reservations, 2005 Ed.

Arizona, is located at 425 feet above sea level; the median elevation for the reservation is 413 feet.

CLIMATE

The climate for most of the entire region encompassing the CRIT reservation is that of extremely hot, dry desert. The year-round temperature averages 70°F, with summertime highs averaging well above 100°F and winter lows seldom dropping below 35°F. The highest recorded temperature at Parker, Arizona is 127°F, while the lowest ever recorded is 9°F. The area receives approximately five inches precipitation per year.

GOVERNMENT

On August 13, 1937, voting members of the CRIT approved the Indian Reorganization Act of 1934 and adopted a constitution and bylaws for governing the tribes. Jay Gould, a Mohave, was elected as the first tribal chairman on September 18, 1937. They are governed by a tribal chairman, a vice-chairman, a secretary, a treasurer, and five members, serving four-year terms. There are currently 28 departments within the tribal administration. There is also a committee system to assist the council with special needs; committee members are appointed by the council for two- or four-year terms. There are ten permanent committees, five boards, and one commission. The tribes, under PL-638, contract with the Bureau of Indian Affairs to administer key programs and services.

INFRASTRUCTURE

The reservation is adjacent to Interstate 10, which runs along its southern border. There are train, bus, and truck services available in the town of Parker on the reservation. Commercial air service is available 60 miles away in Blythe, California, and nearby at the regional Avi Suquilla Airport facility, where there is a lighted, 4,782-foot lighted, paved runway, UNICOM radio, and fuel. It is conveniently located adjacent to Interstate 95.

Electricity – The Arizona Public Service Company supplies electricity to Parker and other parts of the reservation.

Fuel – Southwest Gas Corporation provides natural gas.

The BIA/CRIT power distribution system, known as the Headgate Rock Hydroelectric Power Plant, provides electricity to the reservation and surrounding area. It was rehabilitated in the late 1990s to integrate 19, 500 kilowatts of hydroelectric power into the power system, since the tribes have senior water rights to 717,000 acre-feet of the Colorado River, which is almost one-third of the allotment for the entire state of Arizona. Income from sales of electricity by CRIT Utilities and increased conservation by power customers is repaying plant construction costs. The tribe is currently working on an agreement with the Bureau of Indian Affairs and the Bureau of Reclamation to take over this power plant in 2005. Water and sewer services are provided by the tribally owned and operated CRIT Regional Water System.

COMMUNITY FACILITIES AND SERVICES

Public Safety – CRIT has its own police force and utilizes a volunteer fire department.

Education – All students, except for a few boarding-school students, attend public schools in the area. A number of students attend off-reservation institutions of higher education. There are plans to build two new schools at Parker and La Pera.

Cultural Research Library-Museum-Archive – This facility is open to the public and located in the Tribal Administrative Center. It consists of two gymnasiums, two parks, two baseball diamonds, fairgrounds, a community center, a senior park, rodeo grounds, a marina with a trailer park, beaches, cabanas, and a picnic area. There is a Senior Citizen Center as well.

Health Care – There is a 20-bed hospital in Parker, operated by the Indian Health Service, which features a laboratory and full x-ray and emergency room facilities. CRIT provides outpatient mental health services, a community health representative, and outpatient and residential alcohol services to Indian people on the reservation. There are additional hospitals in Yuma, Arizona, 125 miles south of Parker.

DRAFT

Section 2**Program Review
June 6, 2006**

The facility is 6018 square feet that was built in 1996. Dispatch and adult detention share space within the building. The facility was originally built to house both adult and juvenile inmates.

1. **Funding of Operations**
Funding for operations is provided by a combination of the PL 638 funds and a contribution from the tribe. The PL 638 funds in the amount of \$900,081.91 were used for the first six months. These funds were added to the contribution by the tribe which is roughly an equal amount and is used for the last six months of the fiscal year. Operations for law and order amounted to \$735,299.00. Operating expenses amounted to \$33,266.09, with an unfunded deficit of \$94,385.21 for a total of \$127,651.30. A supplementary funding was received in the amount of \$54,000 which was applied towards the unfunded deficit. The PL 638 contract is due for renewal in January 2007. Funds for the detention are not separately accounted for.
2. **Funding of Repairs and Maintenance of Facility Structure**
The facility was built in 1996 and is owned and operated by the tribe. It could not be determined if funding for repairs and maintenance for the facility are separately accounted for. The detention officer reported that there is no staff for the repairs and maintenance and there is no funding for the repairs and maintenance of the facility.
3. **Policies and Procedures**
The policies and procedures at the facility are developed using the BIA guidelines and have been in place since 1997. These are updated every year. An FTO manual is being prepared at this time.
4. **Staffing**
There are 12 full-time detention officers, only five of whom are certified. The remaining officers have been employed for less than one year. Two officers are awaiting acceptance at the training academy. There is an insufficient number of officers for the number of inmates at this facility. The facility uses 12-hour shifts and three officers are on duty at any given time on each shift. Two officers supervise the adults and one officer is assigned to the juvenile facility which is located across the fence and adjacent to this facility. Of the two officers, only one officer is at the central control station at any given time.

5. **Programs**
Because of lack of space, there are no programs that are conducted for the benefit of the inmates at this facility.
6. **Staff Training**
The detention officers reported that it has been difficult for the officers to be accepted at the BIA Academy in Artesia. The facility is working with the State C.O.D.A program. There is a high turnover of officers at this facility because of competitive wages in the area. The starting salaries for detention officers at the state prison in Blythe, 50 miles away, is between \$34,000 to \$36,000 and more per year compared to \$24,000 per year at this facility. Officers often leave before they get a chance to go to training at this facility. This facility provides no incentives for taking on more responsibility for developing a career in law enforcement. A senior officer at this facility who has provided 17 years of continuous service has been provided with cost-of-living increases only.
7. **Space for Inmates On-Site**
There are 36 beds on-site. There were 26 inmates on the day of the visit. The inmate population would be in the range of 75 to 100 inmates on an average if the negotiated releases are accounted for. The maximum number of inmates peaked on Memorial Day at 46 after negotiating releases. 85% to 90% of the inmates who are released are booked back at the facility within a week. One inmate who is 21 years old now and is presently incarcerated has been in and out of this facility since he was nine years old.
8. **Space for Inmates Off-Site**
Inmates are not sent off-site.
9. **Staffing Capacity for the Inmates On-Site**
There is a shortage of staff to serve the number of inmates that are housed at this facility.
10. **Staffing Capacity for Transportation and Escort for Inmates**
The detention officers provide the transportation and escort for the inmates to the court and the healthcare facility.
11. **Office Supplies for Staff**
There are sufficient office supplies for the staff.
12. **IT Equipment for Office Use**
The existing IT equipment is five years old. There is a need for two computer stations with monitors and software.
13. **IT Equipment for Communications Use**
There is sufficient IT equipment for the use in communications. This consists of seven radios that are alternated so that three radios are used and the remaining ones are charged during the shift.

14. **Personal supplies for Inmates**
There are insufficient funds for the personal supplies and food for the inmates. Families bring in supplies and the churches donate items such as food supplies and shampoos. There is also a system of an 'on-line commissary' where each inmate is provided with a commissary account that is funded by the families. The inmates then order food and supplies by filling in a preprinted order form. The order form is processed by the detention officers, through an online ordering system. The orders are filled by a vendor and are shipped to the facility through UPS.
15. **Uniforms for Staff and Inmates**
There is insufficient funding for uniforms for the staff and inmates. The detention officers reported that they would rather purchase food for the inmates than uniforms. There is a need for 80 uniforms for the inmates. Each uniform is priced at \$65.
16. **Linen for Inmates**
There is insufficient funding for mattresses and blankets. The mattresses and the blankets have been worn down with continuous use. The blankets were replaced two years ago; however, at this time all the mattresses need to be replaced. There is a need for 50 mattresses. Each mattress is priced at \$125.
17. **Furniture and Fixtures for Staff and Inmates**
The furniture and fixtures for the staff and inmates have been in continuous use for the past 10 years and are in disrepair. There is a need for chairs, booking desk and institutional furniture for dining.
18. **Transportation Vehicles**
The facility uses a transportation vehicle that is in good repair and has a transportation cage.
19. **Fuel for Vehicles**
There is insufficient funding for fuel. Fuel for the patrol cars is provided as a priority rather than the transportation vehicle that is used by detention. These patrol cars patrol an area that spans 1250 square miles or roughly a distance that is 50 miles long by 25 miles wide.
20. **Utilities for Facility**
There is sufficient funding to provide for utilities of this building, the courts and probation building. The expenses for utilities are \$60,000 per year.
21. **Hot and Cold Water for Kitchen, Laundry and Showers**
There is insufficient hot water at the cells. There is sufficient hot and cold water at the kitchen and laundry.

22. **Adequate Lighting for Inmate and Staff Areas**
 There is inadequate lighting for the inmate areas. Since there is no night-light in the fluorescent lighting fixtures, portable clip-on lights are provided in each cell. These light fixtures are plugged into the receptacles that provide the power to the television set in each of the dormitories.
 There is inadequate lighting in the central control station and the staff offices.
23. **Ongoing Repairs and Maintenance**
 There are no ongoing repairs and maintenance at the facility at this time.
24. **Deferred Repairs and Maintenance**
 The facility has suffered through continuous neglect of routine repairs and maintenance over the past 10 years. The following is required at this time:
 1. Replacement of HVAC controls and rebalancing of the HVAC system.
 2. Cleaning-out of the HVAC ductwork system.
 3. Replacement of the two sliding gate operators, keypads and sensors at each of the two sliding gates at the fenced enclosure for the Sally port.
 4. Replacement of six combination sink/lavatory units in the dormitories.
 5. Replacement of all lighting fixtures in the housing units with vandal-resistant lighting fixtures with a night light.
 6. Replacement of all lenses for the exterior perimeter lighting and the lighting at the interior exercise/recreation area.
 7. Replacement of the existing roof.
 8. Repair, seal and painting of the flooring in the housing area.
 9. Replacement of the existing surveillance camera system with a new 32-camera system with high-resolution cameras with pan-tilt operation, one recording camera and four high-resolution monitors and a control console.
 10. Replacement of the electrical cell door controls with a new electronic cell door controls with manual override and a control console.
 11. Provision of an appropriate booking and intake area. Provision of a computer station with appropriate booking software.
 12. Replacement of the glazing on the two windows at the entrance, on the exterior wall with bullet-resistant glazing.
25. **Medical Response at the Facility**
 Inmates are transported to the Indian Health Services clinic for routine healthcare needs. There is no specific area at the facility to deliver medical assistance. There are no routine checks for tuberculosis, HIV or hepatitis. There is a first-aid kit but it has not been checked for over one year. Detention officers dispense medications.

26. **Booking Process at the Facility**
The booking process at the facility is poor. The booking is conducted in the corridor on an office desk/chair near the central control station. There is insufficient space to conduct an appropriate booking. The space is not private. There is no change-out space for the inmates who have to be escorted to the staff restroom. The restraining chair is located outside the facility. There is no camera that records the booking desk/chair. The ITI system software recently procured for the police and the dispatch does not serve the needs for the detention officers.
27. **Food Service at the Facility**
There is a congested kitchen that serves the detention facility. There are no walk-in refrigerators or freezers and there is a very small dry storage area. The kitchen provides 168 meals per day on average, which includes meals for all staff, adult inmates and juvenile inmates.
28. **Kitchen and Dining Staff at the Facility**
There is one cook who is certified as a food handler. He is assisted by a 'reserve cook' who provides services over the weekends and as a backup to the cook.
29. **Housekeeping Staff at the Facility**
Housekeeping is provided by the inmates under the supervision of a detention officer. The housing units are generally dirty and unkempt.
30. **Repairs and Maintenance Staff at the Facility**
There is no staff to provide repairs and maintenance at this facility.
31. **Inmate Services Provided at the Facility**
There are no services provided for the benefit of the inmates at this facility.
32. **Healthcare Assistance in the Community**
The Indian Health Services facility provides for all of the healthcare needs of the inmates. It is located about 2 miles away and inmates are escorted by a detention officer up to the facility. Inmates are also referred to the La Paz regional hospital which is located about five minutes away.
33. **Other Support Agencies in the Community**
There is a behavioral health services facility and a substance abuse program that is available for the inmates. However, they expect the inmates to be escorted to their facility. The facility is working with the county to arrange for assistance to the inmates regarding routine healthcare checkups and evaluations at the detention facility.
34. **General Reasons for Detention**
The general reason for apprehension and detention is the onset of drugs-related violent crime.

35. Potentially Harmful Conditions and Behavior of Inmates
Ventilation grilles in the cell, posts on the bunk beds and articles of clothing could be used by the inmates to harm themselves. Inmates have also attempted to commit suicide by drinking cleaning supplies. There is no space to house a potentially suspect-behaving inmate who could be put on a suicide watch. There are insufficient surveillance cameras, which leaves a number of blind spots that cannot be monitored from the central control station.
36. Accountability and Reporting of Incidents
All incidents are reported to the Chief of Police and to the District Specialist at the BIA. There is no incident log for detention incidents and no specific format is used. Incidents are written as a memo at the central control station.

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Section 3**Facility Review
June 6, 2006**

The facility is 6018 square feet and was built in 1996. Dispatch and adult detention share space within the building. The facility was originally built to house both adult and juvenile inmates.

1. **Exterior Site Conditions**
Exterior site conditions are adequate except for the direct access of the general public to the two windows at the front entrance on the exterior wall. The Dispatch area for law enforcement is located behind these two windows.
2. **Exterior Exercise/Recreation Area**
There is no exercise/recreation area exterior to the building. A small interior space without a roof but with a chain-link fence covering is provided. The chain-link fence covering has been breached in the past and an inmate has escaped.
The space is too small and within the building to serve as a staging area to evacuate the inmates in an emergency.
3. **Exterior Perimeter Security**
The security of the exterior perimeter is poor. There is an exterior chain-link fence topped with barbed wire and two sliding gates in the fence that are constantly kept open, for a lack of parts and repairs that are needed for the electrical gate operators and sensor mechanism for the two sliding gates in the fence.
There are five cameras that monitor the entire perimeter. These cameras do not provide adequate coverage for all the blind spots around the perimeter of the facility. Several blind spots are created as a result of small storage sheds that are used by the facility as a result of a lack of storage space within the building.
4. **Sally Port Security**
The Sally port is created within the two sliding gates in the chain-link fence. Inmates are escorted through the side door into the booking corridor. The two sliding gates are inoperative resulting in open access by the general public around the building.
5. **Building Interior Security**
There are 11 cameras that monitor the interior of the building. The four low-resolution monitors for all of the cameras are located at the central control station which has suffered damage from the roof leaks above. The electrical cell door control mechanism and keyed locks are partially operative. A

surveillance system consisting of new cameras, monitors, control consoles and cell door control mechanism is needed.

6. **Building Structure**
The building is a slab-on-grade, block-wall structure.
7. **Building Roof**
The 10-year-old flat roof is in disrepair. Plugged-up condensate drains from the HVAC units on the roof cause the water to pool on the roof and find its way through the cracks in the roof membrane. These cracks have resulted from the excessive heat and temperature swings in the area between the day and night temperatures.
Water leaks from the roof primarily over the central control station have damaged the electrical door control mechanism panel below.
8. **Interior Ceilings**
Hard concrete panels are used as a ceiling over the housing area and dropped 2 x 4 lay-in ceilings are used over the offices and in the kitchen.
9. **Interior Walls**
The interior walls consist of CMU block-wall construction.
10. **Interior Flooring**
The interior flooring consists of glued-on tile on concrete and carpeting in the office areas and painted concrete floor in the housing area. Flooring in the housing area is in disrepair.
11. **Interior Dormitory Cells**
There are six dormitories, each equipped with bunk beds and a porcelain sink and toilet.
The dormitory cells are dirty and unkempt.
12. **Interior Isolation Cells**
There are three isolation cells that are used as high-security cells only if needed.
13. **Interior Detoxification Cells**
There is one detoxification cell that has inappropriate hard surfaces all around.
14. **Booking and Intake Area**
There is no specific booking and intake area. Booking is conducted on a desk and two chairs that are located in the corridor leading in to the facility from the side entrance door. There is insufficient space to conduct an appropriate booking.

15. Visitation Area
There are two visitation stations that provide independent intercom units with no audio privacy between the two visitors or the two inmates.
16. Kitchen, Food Preparation and Pantry Area
There is a small kitchen that provides for all meals for the adult inmates, juvenile inmates and the staff at the facilities. There is a small food preparation area and pantry area. Because of poor air circulation the kitchen is hot and stuffy. There is no secure cabinet for the knives and utensils that are used in the kitchen.
17. Dining Area
There is no specific dining area. Each dormitory has an institutional bench and table that are used for dining. Inmates in the high-security cells and the detoxification cell are served in the cells.
18. Day Room Area
There is no day room at the facility. Inmates are provided a television set in each of the dormitories. There is a small library in the staff conference room that is available for the use by inmates.
19. Vocational Training Area
There is no vocational training area at the facility.
20. First Aid and Medical Assistance Area
There is no specific area to render first aid and medical assistance.
21. Toilets and Showers
Porcelain toilets and sinks are provided in the dormitories. All showers in the dormitories are tiled and the mixing valves and showerheads are in good repair. There is sufficient hot and cold water.
22. HVAC System
The HVAC system is in disrepair. It is either too hot or too cold in the spaces and there is insufficient air flow within the conditioned spaces. The ductwork needs to be cleaned and all the controls need to be repaired. The entire system needs to be 'air-balanced'.
23. Plumbing System
There is one leaking toilet in the housing area. The plumbing system and the sanitary sewer system lines and fixtures are in good repair.
24. Lighting System
The lighting system is in need of repair. There is a need for appropriate vandal-resistant light fixtures which include a night-light. All lenses for the exterior perimeter lighting and the interior exercise/recreation area need to be replaced.

25. **Electrical Power System**
The electrical power system consists of a pad-mounted transformer and an exterior freestanding switchboard that is rated at 400 amps at 208 Y/120 volts, three-phase four wire. The system is backed by an aging 15 KW backup generator. There is no record to indicate the frequency of weekly exercising or the monthly full-load testing of the generator. There are no battery-backed emergency egress lighting fixtures.
26. **IT System**
There is a need for one computer station and appropriate software for the detention officer.
27. **Security System**
The security system at the facility is poor. The existing surveillance camera system does not provide the interior and exterior security adequately. There are a number of blind spots that cannot be monitored and there are insufficient cameras and low-resolution monitors. The detention officers use their radios for communications for their personal security.
28. **Energy Usage and Conservation**
There is no awareness of energy conservation at the facility.
29. **Fire Egress – Exterior and/or Secured Areas**
There is a fire egress plan but there is no secured staging area at a sufficient distance from the facility for the inmates once they are evacuated.
30. **Fire Alarm, Fire Extinguishers and Sprinkler System**
There are fire extinguishers that are located at appropriate locations and there is a fire alarm system with a fire alarm control panel that is located at the central control station. There are no records for routine testing of the fire alarm system. There is no sprinkler system at the facility.
31. **Building Access for Staff and Inmates**
The staff and visitors access the building from the front entrance. Inmates are escorted through the side entrance.
32. **Hazardous Materials**
There is no reported asbestos, lead paint or mold at the facility.
33. **Handicap Access for Staff and Inmates**
There is a restroom that may be used by staff and visitors who are disabled. There are no showers, toilets or ramps that are needed for disabled inmates who may be housed at this facility. The facility is provided with a strobe/horn system to annunciate a warning flashing light and sound an emergency horn to alert the disabled.

34. Potentially Hazardous Elements
Ventilation register grilles in the cell, posts on the bunk beds and articles of clothing could be used by the inmates to harm themselves.

DRAFT

Section 1

Background Information of the Fort Apache Reservation Served by the Fort Apache Detention Center

Fort Apache Indian Reservation¹

Federal reservation
White Mountain Apache
Navajo, Apache, and Gila counties, Arizona

White Mountain Apache Tribe

PO Box 700
Whiteriver, AZ 85941
602-338-4346
602-338-4778 Fax
Web site: wmat.nsn.us

Total area 1,664,972 acres

Population (2000 census) 12,429
Tribal enrollment 11,702
Tribal enrollment (Tribal source) 13,556

Total labor force 3,696
High school graduate or higher 54.3%
Bachelor's degree or higher 7.4%
Unemployment rate 11%
Total housing units 3,532

LOCATION AND LAND STATUS

Located in east-central Arizona, Fort Apache Indian Reservation consists of desert foothills, canyon beds, and forested mountains where elevations exceed 11,000 feet. The federal reservation is approximately 75 miles long and 45 miles wide. The Community of White River serves as the business center for the tribe and is the location of the Bureau of Indian Affairs (BIA) agency. Residential communities are located at McNary, North Fork, Seven Mile, East Fork, Canyon Day, Cedar Creek, Carrizo, Forestdale, and Cibecue.

¹ Excerpts provided under license and permission to Shubnum, from Tiller Research, Inc. Tiller's Guide to Indian Country: Economic Profiles of the American Indian Reservations, 2005 Ed.

The joint White Mountain-San Carlos Apache Reservation was established by an Executive Order on November 9, 1871, and supplemented by an Executive Order on December 14, 1872. It was set aside on lands surrounding Fort Apache, a military outpost initially known as Camp Oral, designed to protect white settlers in the Arizona Territory.

PHYSICAL DESCRIPTION

Whiteriver, Arizona, the tribal headquarters, sits at an elevation of 5,280 feet above sea level.

CLIMATE

The average year-round high temperature is 71°F. The average low temperature is 38°F. The area receives just over 18 inches of precipitation annually, almost all of it (17.9 inches) falling as winter snows.

GOVERNMENT

The White Mountain Apache Tribal Council was established under the provisions of the Indian Reorganization Act of June 18, 1934, adopting a constitution in August 1938. This constitution was amended in 1958 and 1993. The elected council includes a chairperson, who presides over all Tribal Council meetings and exercises authority delegated by law, ordinance, or Tribal Council; a vice chairperson; and nine members at large elected from four districts, each serving four-year terms.

The tribe, under PL-638, contracts with the BIA to administer key programs and services.

The tribe has a legal office which acts in an advisory and ministerial, rather than in a judicial capacity, under the general supervision of the tribal attorney or the tribe's general counsel. The office falls under the daily supervision of the Tribal Chairman with duties similar to that of the attorney general of the federal or state government. The legal department advises the chief executives and departmental heads regarding questions of law touching upon their official duties. The Tribal Attorney, acting under the direction of the chairman or by Tribal Council resolution, is responsible for instituting, conducting, and maintaining all suits and legal proceedings deemed necessary for the enforcement of tribal laws and the preservation of order, tribal rights, and resources.

Tribal government has made a plethora of social services available to community members including: the Job Training Partnership Act, WIC, Weatherization, a Safety Department, Food Distribution, and Elderly Services.

INFRASTRUCTURE

U.S. Highways 60, 73, and 260 cross the Fort Apache Indian Reservation. A commercial air shuttle to Phoenix operates from an airport 10 miles from the reservation at Show Low, Arizona. There is a 6,270-foot paved and lighted runway and UNICOM radio access at the Whiteriver Airport.

Fort Apache Detention Center, Fort Apache Arizona	White Mountain Apache Tribe
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Electricity – Electricity is provided by the Navopache Electric Cooperative.

Fuel – Propane gas comes from Doxol.

Water Supply – Water is available via community systems operated by the Tribal Utility Authority. The Whiteriver Regional System handles sewage disposal.

Telecommunications – GTE West provides telephone service. The tribe operates a radio station and five cable-television channels. The tribe has its own fire and police departments.

COMMUNITY FACILITIES AND SERVICES

There are three community centers, a rodeo and fairgrounds, an indoor swimming pool, Old Fort Apache and the Cultural Center, a library, and three gymnasiums available to Fort Apache residents.

Education – In Whiteriver, there are two public elementary schools, one junior high school, and a high school, along with a branch of Northland Pioneer College. There are also three BIA schools and a Lutheran mission school. (Please see Economy and Tourism, and Recreation for additional details.)

Health Care – The Indian Health Service operates a 50-bed hospital at Whiteriver, providing a full range of inpatient, outpatient, and community health care. Emergency air evacuations to the larger facilities in Phoenix are available by contracted helicopter service. There are a number of various mental health and substance abuse treatment options available on the reservation, and there is an outpatient and emergency care clinic in Cibecue, as well as an EMS unit.

Section 2

Program Review June 3, 2006

The original facility consisting of 9642 sq. ft. was built in 1968. A 5836 sq. ft. addition was added on in 1988 for total of 15,478 sq. ft. The facility has 45 beds available for the housing of inmates. 56 inmates were housed on the day of the visit with an average of 70 inmates per day and a maximum count of 110 inmates housed at this facility. Thus, beginning May 5th 2006, the facility has started enforcing a strict rule to stop taking inmates when the count exceeds 90.

1. **Funding of Operations**
Funds are pooled into a common account which is contributed through the PL 638 program as well as through tribal funds. Approximately \$690,000 was contributed by the BIA and \$860,000 was contributed by the tribal government for the detention program to at this facility.
2. **Funding of Repairs and Maintenance of Facility Structure**
The BIA provides funding for the repairs and maintenance of the facility through OFMC.
3. **Policies and Procedures**
The facility uses tribal policies and procedures. At this time the facility is working on incorporating the BIA Redbook. An initial draft for the Policies and Procedures for this facility was created in 1988, which was adopted by the tribe in 2004. The BIA attempted to assist with training on the policies and procedures but it was not compatible for small facilities such as this or facilities that did not have modern technology. The training was not very well developed. There were two classes and then the training was discontinued.
4. **Staffing**
There are a total of 13 detention officers, only four of whom are certified. In addition, there is one individual who works part-time at the facility.
5. **Programs**
The facility provides assistance with a GED program for the inmates. The Behavioral Health Group provides assessment to the inmates, including evaluations for those with suicidal tendencies. A religious group, 'Dunamis Ministries', provides counseling for the inmates. At one time the facility carried out a program for the Alcoholics Anonymous, classes in 'Anger Management' and a 'Parenting Group' all of which have been discontinued for lack of funds.

6. **Staff Training**
Of the 13 detention officers, only four are certified. The Director of Detentions reported that it has been very difficult to get the remaining officers into the Academy. He has been constantly turned down with, 'application not complete'. He reported that he finds continuous roadblocks and bureaucracy which prevents him from getting his officers into the Academy.
7. **Space for Inmates On-Site**
There is space for 45 beds at the facility. In 1988, the facility was built with an expansion to accommodate 120 beds. Of these, 75 beds were decommissioned when juveniles were sequestered from the adults, leaving 45 beds for the adults at this facility.
8. **Space for Inmates Off-Site**
Adult inmates are not sent off-site. Juveniles were separated and moved to Gallup.
9. **Staffing Capacity for the Inmates On-Site**
The facility reported operating three work shifts with six, five and four officers on duty during every eight-hour work shift. At least one certified officer is on duty during each shift. However, there are only 13 detention officers serving the facility.
10. **Staffing Capacity for Transportation and Escort for Inmates**
The detention officers provide the transportation and escort of inmates to the court which is one-and-one-half miles away and to the Indian Health Services about two-and-one-half miles away.
11. **Office Supplies for Staff**
There are sufficient office supplies for staff.
12. **IT Equipment for Office Use**
There is insufficient IT equipment for the office. Four additional workstations are needed for the detention officers. Presently two computers are used for Records Management and Reporting Management. There is a need for software that could be used for the booking process.
13. **IT Equipment for Communications Use**
There are no radios for the detention officers to communicate with the arresting officers or as a communication device for personal security for their use within the facility. There is a need for 15 radios with push-to-talk switches, three spare radios and battery chargers to support the 15 radios.
14. **Personal Supplies for Inmates**
There are sufficient personal supplies for the inmates at this time. Personal supplies are furnished by the National Relief Charities in Phoenix, Arizona. They provide items such as shampoos and laundry soap for the inmates.

15. **Uniforms for Staff and Inmates**
There are sufficient uniforms for staff and inmates at this time.
16. **Linen for Inmates**
The National Relief Charities in Phoenix, Arizona is providing blankets. A shipment of 72 blankets was recently received by the facility.
17. **Furniture and Fixtures for Staff and Inmates**
There is insufficient furniture and fixtures for the use by the staff and inmates at the facility. Additional institutional furniture is needed to replace the existing furniture that has been in use since 1968. Four additional workstations are needed for the staff.
18. **Transportation Vehicles**
The facility has two 1986 Ford vans, each of which has an inmate barrier. The facility has recently purchased a 2005 Dodge Caravan van but it lacks a cage or radios at this time. This van is used to transport inmates to the court, Indian Health Service as well as to transport juveniles to Gallup.
19. **Fuel for Vehicles**
Fuel for the vehicles is provided by law enforcement.
20. **Utilities for Facility**
The BIA - OFMC provides for the propane and electricity at the facility.
21. **Hot and Cold Water for Kitchen, Laundry and Showers**
Some cells do not have hot water at the shower stalls. There is hot and cold water for the kitchen and laundry. The hot-water tank is not adequately sized to support all of the hot water needs at the facility.
22. **Adequate Lighting for Inmate and Staff Areas**
There is adequate lighting for the inmate and staff areas at the facility.
23. **Ongoing Repairs and Maintenance**
The kitchen hood is being replaced at this time.
24. **Deferred Repairs and Maintenance**
This facility was built in 1968 and has suffered through neglect to repairs and maintenance over the last 38 years. As such there are several outstanding repairs and maintenance items that have been deferred and need to be undertaken. These include the following:
 1. Replace the exhaust fan for the kitchen hood.
 2. Replace the HVAC system for the kitchen.
 3. Replace the booster heater for the dishwasher at the kitchen.
 4. Replace the kitchen ceiling.
 5. Repair the dripping faucet in the kitchen.
 6. Finish the women's restroom for use by the kitchen staff.

7. Replace the HVAC system including all distribution ductwork, dampers, supply and return air registers, thermostats and associated controls.
 8. Repair the continuous condensate leak and/or pipe rupture on the roof that has been draining through the PVC pipe in the canale for over one year.
 9. Replace all glued-on vinyl tile flooring and provide appropriate sealant and paint on the concrete surface including skid-resistant surfacing on all areas that may be subject to a water spray, throughout the housing area.
 10. Repair the existing generator and transfer switch. Provide controls for the automatic exercise of the generator every week and a full load test every month.
 11. Provide one male and one female shower stall equipped for the use by disabled inmates. Provide appropriate restrooms and access for disabled staff, visitors and inmates at the facility.
 12. Replace existing electrical cell-doors controls console manufactured by ETI. Interface such controls console with the intercommunication system and the security surveillance camera system.
 13. Replace the electrical service entrance panelboard and all associated electrical distribution system and devices.
 14. Provide an appropriate Central Control Station for the detention officer instead of the makeshift provisions in the old 1968 booking room.
 15. Provide eight additional cameras that will be compatible with the existing cameras. Replace existing monitors with new high-resolution monitors for the new Central Control Station for the detention officer.
 16. Provide a restraint chair and a fingerprint machine for the booking station.
 17. Repair three unscreened skylights.
 18. Replace 24 sink/lavatory combination units.
 19. Replace all above-ground plumbing lines and valves to each plumbing fixture and clean out all underground sanitary sewer lines.
 20. Provide a new water softening system for the facility.
25. Medical Response at the Facility
The facility provides a minimal medical response on the premises. There is a first-aid kit that is used for minor healthcare needs for the inmates. Generally the Indian Health Services is called and responds in about 10 to 15 minutes for needs such as an alcoholic seizure. A representative from the IHS visits on Mondays for screening for sexually transmitted diseases – STD only. The inmates are not screened for tuberculosis, HIV/AIDS or hepatitis.
26. Booking Process at the Facility
The booking process at the facility is poor. Booking is conducted in the same room that was designed as a booking room in 1968. However, the original 'booking room' has since been converted into the Central Control Station for the detention officers. Booking is now conducted in a very limited space on a bench by a countertop in the central control station. There is insufficient

space at the Central Control Station for the surveillance equipment, workstations, countertops and the physical movement of the individuals. There have been confrontations with the inmates, and officers have been assaulted in the past. Inmates may spit on the officers. The booking software system does not work. The camera in the booking area does not work. There is insufficient space to provide a restraining chair in the booking area. The booking is conducted using manual forms and fingerprinting methods.

27. **Food Service at the Facility**
Food services are provided at the facility using an on-site kitchen. There is no appropriate secured cabinet for the utensils and knives that are used in the kitchen. The utensils and knives are stored in an unsecured kitchen worktable drawer that can be accessed by the inmates.
28. **Kitchen and Dining Staff at the Facility**
The facility has the services of two full-time cooks who provide all of the meals for the inmates. Meals are precooked if a cook is not available for the evening shift. Detention officers do not provide any cooking at the facility.
29. **Housekeeping Staff at the Facility**
A janitor provides cleaning for the administration areas and the grounds. Inmates provide the cleaning in the housing area which is dirty and unkempt.
30. **Repairs and Maintenance Staff at the Facility**
Repairs and maintenance are provided by non-BIA building facility staff. In addition, three BIA staff members provide for the repairs and maintenance of 25 buildings in the area.
31. **Inmate Services Provided at the Facility**
The facility provides assistance with a GED program for the inmates. The Behavioral Health Group provides assessment to the inmates including evaluations for those with suicidal tendencies. A religious group, 'Dunamis Ministries' provides counseling for the inmates.
32. **Healthcare Assistance in the Community**
The IHS hospital provides general healthcare and dental care. The Behavioral Health Facility provides assistance with behavioral health. The Rainbow Treatment Center provides treatment for the abuse of alcohol, and the Tribal Guidance Center provides family counseling.
33. **Other Support Agencies in the Community**
The Tribal Social Services Center provides classes in Anger Management.
34. **General Reasons for Detention**
The general reason for apprehension and detention is the onset of drugs-related violent crime. The crime rate for this community is 694, 89 and 222 per 100,000 inhabitants for violent crime, property crime and other crimes, respectively.

35. **Potentially Harmful Conditions and Behavior of Inmates**
The inmates may harm themselves using articles of clothing, available electrical cords provided for television and radios and the screens on air vents in the cells. Inmates with suicidal tendencies are watched.
36. **Accountability and Reporting of Incidents**
All incidents are reported to the BIA in Phoenix, Arizona.

DRAFT

Section 3**Facility Review****June 3, 2006**

The original facility consisting of 9642 sq. ft. was built in 1968. A 5836 sq. ft. addition of was added on in 1988 for total of 15,478 sq. ft. The facility has 45 beds available for the housing of inmates. 56 inmates were housed on the day of the visit with an average of 70 inmates per day and a maximum count of 110 inmates housed at this facility. Thus, beginning May 5th 2006, the facility has started enforcing a strict rule to stop taking inmates when the count exceeds 90.

1. Exterior Site Conditions

The exterior conditions at the facility are poor. The facility is located in and around the central business and residential area of the community. The general public has access up to the building through the public-access entrance and the unsecured reception window for the dispatch.

2. Exterior Exercise/Recreation Area

The exercise/recreation area is created within the interior of the perimeter walls of the facility. There is a small fenced area on the west end of the building which is enclosed with the chain-link fence and partially topped with razor wire. This space serves as an extension of the interior yard or for the ingress and egress of the inmates. There are ramps with hand rails that provide sufficient height for inmates to climb on top and over the razor wire fence or simply walk over into the area that does not have the razor wire and climb over three barbed wires above the chain-link fence since the razor wire covers only a part of the enclosure. The remaining chain-link fence topped with three strands of barbed wire is insecure. The chain-link fence provides an illusion of security. The general public tosses rocks and other contraband from the parking lot into the interior exercise/recreation area.

3. Exterior Perimeter Security

Exterior perimeter security is poor. There are no cameras that monitor the north or the south side of the facility. There is one camera on the east wall which monitors the fenced gate—which is always kept open, and a camera immediately above the back door entrance. There are two cameras on the west entrance and the exercise yard. There are several blind spots around the facility that are not monitored by the cameras.

The general public who has access up to the front reception window could be detrimental to the security of the dispatch officers behind the reception window because of the large permanent opening in the bullet-resistant glass partition at the reception window. This opening is occasionally covered with

a piece of cardboard by the dispatch officers to indicate non-availability of the dispatch officers.

The master key for the detention facility was found lying on the other side of the countertop within easy reach through this opening. Once alerted, the dispatch officers simply slid the cardboard barrier over the opening, leaving the master key in the same position and accessible to the public who could now simply move the cardboard, reach in and procure the master key.

The dispatch officers are also vulnerable to being physically harmed through the opening in the reception window.

4. **Sally Port Security**
There is no Sally port at the facility. Inmates are escorted through the back door into the hallway leading to the Central Control Station where a bench serves as a booking station. The arresting officer's vehicle, even though inside the fenced perimeter, is insecure since the fence gate is never closed.
5. **Building Interior Security**
The interior of the building is monitored with the system of 42 cameras on monitors that have very poor resolution. The camera/intercom system is unreliable and goes in and out. The electrical door controls system provided by ETI is unreliable and can cause a shutdown of cell doors during an emergency. A physical key provides for a manual override for the cell doors. The camera in the booking area monitoring the inmate does not work.
6. **Building Structure**
The building structure consists of a block-wall structure on a piers footing with a steel deck covered with concrete for the floor decking. There is a crawl space of about 4 feet below the sub-floor deck, throughout the facility.
7. **Building Roof**
The facility has a membrane flat roof that is about four years old. There have been no reported leaks through the roof.
8. **Interior Ceilings**
Glued-on tile ceiling is used in the offices and hard ceilings are used in corridors and the housing area. All the HVAC and lighting fixtures are surface mounted against this ceiling.
9. **Interior Walls**
Interior block-walls consist of a block-wall construction.
10. **Interior Flooring**
The housing area consists of painted concrete flooring while the offices and corridors use a glued-on tile on the concrete surface for flooring.

11. **Interior Dormitory Cells**
The interior dormitory cells are in very poor condition. Most of the cells have inoperative combination sink/lavatory units. There is insufficient air movement or ventilation within the cells. There is no outside lighting in any of the cells. The cell doors are subject to being locked in place should the electrical ETI door system malfunction – which it does at times. Inmates cannot be evacuated within three minutes using the manual key/lock system at the cell doors.
12. **Interior Isolation Cells**
Interior isolation cells are used as detoxification cells. These cells have only a floor drain that cannot be flushed.
13. **Interior Detoxification Cells**
The interior detoxification cells are used interchangeably with the isolation cells. There is no padding on any of the walls in the detoxification cells.
14. **Booking and Intake Area**
The booking and intake area is a corridor leading to a bench located in the central control station. There is insufficient space for the functioning of an appropriate booking and intake area. The space is ill-equipped to serve either as a central control station or as a booking and intake area.
15. **Visitation Area**
There are two visitation stations that are available for the visitors. There is no audio volume for the intercom so the inmates and the visitors have to shout at each other to be heard.
16. **Kitchen, Food Preparation and Pantry Area**
There are a kitchen, food preparation area and a pantry area at the facility. The exhaust fan for the kitchen hood is inoperative. The HVAC system in the kitchen is inoperative. The booster heater for the dishwasher is inoperative. The ceilings have not been repaired after having fixed the roof leaks, over a year ago. Kitchen faucets leak continuously. All of the kitchen equipment and building systems need to be repaired.
17. **Dining Area**
The dining area at the facility also serves as the day room for the inmates. Inmates have access to electrical cords for the television set and surface-mounted sprinkler systems, a combination of which could be detrimental to the safety and security of the inmates. Water is provided in the dining area in recycled plastic soda pop bottles.
18. **Day Room Area**
There is no day room other than a dining area which was discussed earlier. This area is also used for the overflow of sleeping quarters for the inmates.

19. Vocational Training Area
There is no vocational training area at this facility.
20. First Aid and Medical Assistance Area
There is a first-aid kit; however, inmates are routinely sent to the IHS hospital in the community. The detention officer dispenses medications. There are no routine checks for tuberculosis, HIV/AIDS or hepatitis. There is no separate room for medical exams or where someone could attend to the healthcare needs of the inmates.
21. Toilets and Showers
The old section of the facility that was built in 1968 has shower vestibules that do not have any ventilation. These areas are odorous and have growing mold up to 3 feet above the floor level.
22. HVAC System
The facility uses the original HVAC system that was installed 38 years ago. The system consists of swamp coolers mounted on the roof which are used for cooling and a propane-fired boiler that is located in a boiler room, which is used for heating. The surface mounted ductwork with occasional fans and registers serve as the distribution system. The system has not been maintained over the years and very few parts have been replaced over the last 38 years. Commercial store-bought circulating fans are used to supplement air circulation.
23. Plumbing System
The plumbing system throughout the facility is in disrepair. There is low pressure at all combination sink/lavatory units such that inmates cannot use them for drinking water. There is no hot water in several cells. Push-buttons at the sink/lavatory units are difficult to push. Because of the hard water in the area and inattention over the years, mineral salts have deposited in all of the plumbing lines, causing a deficiency in waterflow through these lines.
24. Lighting System
The lighting system at the facility is adequate. It was replaced about two years ago.
25. Electrical Power System
The facility is served by an 800 amp - 208 Y/120 V, three-phase, four wire service. This power is supplemented with a 60 KW backup generator with a 250 amp main breaker. A 200 gallon fuel tank is provided for the generator. The generator has 2883 hours on the hour meter and it was procured as a 'used' unit that was previously used for rental use. There are no records of ever having exercised the generator on a weekly basis or if a monthly load test is conducted. The generator failed to function when commercial power failed last time.

26. **IT System**
The IT system at the facility is in disrepair and subject to failure. The electrical distribution that serves the facility is subject to failure.
27. **Security System**
The facility has a system of 46 cameras which are monitored at the central control station on very poor-quality monitors. The ETI system for the door controls for the housing units is unreliable and occasionally 'blacks out' rendering all cell doors inoperative from the central control station.
28. **Energy Usage and Conservation**
There is no awareness of energy conservation at the facility.
29. **Fire Egress – Exterior and/or Secured Areas**
The fire egress to the exterior and/or secured areas is poor and unsafe. The facility uses an electrical cell door system with a manual override that malfunctions. The backup generator failed to function during the last power outage. The facility cannot be evacuated in three minutes and there is no safe staging area to evacuate the inmates during an emergency.
30. **Fire Alarm, Fire Extinguishers and Sprinkler System**
There is a fire alarm system at the facility but it could not be determined if it is maintained and tested on a periodic schedule. A retrofitted surface-mounted sprinkler system was installed; however, the surface-mounted sprinkler lines are accessible to the inmates in the corridors, day room and the exercise/recreation area, with potential for inmates to harm themselves.
31. **Building Access for Staff and Inmates**
The staff uses the front entrance and the inmates are escorted through the back door.
32. **Hazardous Materials**
Several of the shower areas are odorous and have growing mold up to 3 feet above the floor level. There are no records to indicate that the facility has been abated of asbestos and/or lead paint which was in use in 1968 when this facility was built.
33. **Handicap Access for Staff and Inmates**
Attempts have been made to provide ramps for access by the disabled. There are no restrooms for the use by disabled visitors or staff and there are no cells that may be used to house inmates who are disabled.
34. **Potentially Hazardous Elements**
Inmates may use articles of clothing, electrical cords and surface mounted sprinkler lines to harm themselves.

Section 1

Background Information of the Hopi Reservation Served by the Hopi Correction Center

Hopi Reservation¹

Federal reservation

Hopi

Coconino and Navajo counties, Arizona

Hopi Reservation

Cultural Preservation Office

P.O. Box 123

Kykotsmovi, AZ 86039

928-734-3000

928-734-2435 Fax

Web site: itcaonline.com/tribes_hopi.html

Total area 1,542,306 acres

Population (2000 census) 6,946

Tribal enrollment (Tribal source) 12,053

Total labor force 2,280

High school graduate or higher 71.9%

Bachelor's degree or higher 10.2%

Unemployment rate 48.5%

Per capita income \$9,600

LOCATION AND LAND STATUS

The Hopi Reservation is located in the high deserts of northeastern Arizona, approximately 65 miles north of Interstate 40. It is bounded on all sides by the Navajo Indian Reservation. The tribal headquarters are located in Kykotsmovi, Arizona, while the Bureau of Indian Affairs (BIA) agency serving the reservation is located in Keams Canyon, approximately 21 miles east of the headquarters.

By an Executive Order on December 16, 1882, the Hopi Tribe was granted approximately 2.6 million acres of land; however, they never enjoyed complete use of this allocated region. At the time of the original order, about 300 Navajos lived within

¹ Excerpts provided under license and permission to Shubnum, from Tiller Research, Inc. Tiller's Guide to Indian Country: Economic Profiles of the American Indian Reservations, 2005 Ed.

the region's boundaries, and over the years, as the Navajos settled closer and closer to Hopi villages, conflicting claims were pursued in court. In 1936, as part of a stock-reduction plan to address overgrazing, the BIA divided the Hopi and Navajo reservations into 18 land-management and grazing districts, which left the Hopis with exclusive rights to only about one-fifth of the original allocation (District Six). Legal maneuvering over land rights has continued up to the present time. In 1962, the U.S. Supreme Court ruled that, except for District Six, the two tribes had equal rights to the land. The Navajo-Hopi Land Act Settlement, passed by Congress in 1974, led to the partitioning of the land. Subsequent rulings, including that by the U.S. District Court of Arizona in 1992, continued the process of repartitioning the original allocations. As of 1994, original Hopi holdings have been reduced by more than a million acres.

The Hopi villages are located atop either on the First Mesa, Second Mesa, or Third Mesa, situated on or below rocky promontories extending southwest from Black Mesa. They overlook five drainages, or washes: Jeddito, Polacca, Oraibi, Dinnebito, and Moenkopi. The villages of Hanoki (Hano or Tewa), Sitsomovi (Sichomovi), and Waalpi (Walpi) are located atop First Mesa, about 11 miles west of Keams Canyon, and the community of Polacca is located below. First Mesa villages are world-renowned for their hand-coiled, white pottery. Second Mesa is home to three villages: Musungnuvi (Mishongnovi), Supawlavi (Shipaulovi), and Songoopavi (Shongopovi). The population on Third Mesa is centered in the communities of Oraivi (Oraibi), Kiqotsmovi (Kykotsmovi), Hoatvela (Hotevilla), and Paaqavi (Bacavi). Munqapi (Moencopi) is also considered a Third Mesa village. Every village is separate and autonomous.

PHYSICAL DESCRIPTION

The northern part of this 4,000-square-mile reservation is composed of steep mesa and valley terrain, ranging from 4,700 to 7,800 feet in elevation. The southern part is characterized by wide, rolling valleys and semidesert grasslands and scrub. Mesa tops are often dotted with piñon and juniper woodlands, where deer, antelope, bobcats, badgers, coyotes, rabbits, and reptiles roam abundantly. Most of the Reservation is open land used for grazing and livestock production.

CLIMATE

Temperatures have been recorded for Keams Canyon, 21 miles distant, where the average year-round high temperature is 66°F. The average year-round low temperature is 34.5°F. The semiarid area receives just over 10 inches of precipitation annually, and 10 inches of snowfall.

GOVERNMENT

The Hopi Tribal Council was established under the Indian Reorganization Act of 1934, and the first tribal constitution was adopted December 19, 1936. The council, largely inactive for the next 15 years, was reconstituted in 1950 and finally given federal recognition in 1955. Today the council is composed of a chairman and vice president, each serving four years, and council members serving two years. Council members come from four different districts: First Mesa, Second Mesa, Third Mesa, and the Moenkopi District. The council meets quarterly, on the first day of December, March, June, and September.

While the tribal council represents Hopi people in external matters, the 12 Hopi villages remain quasi independent. Only one village has adopted a constitution and established a western form of government, with the remaining 11 villages varying in the degree to which they adhere to the traditional Hopi form of governance. Oraibi remains strictly traditional. Some villages have blended traditional practice with western governing policies by maintaining a village chief or leader (Kikmongwi), but also having representation on the tribal council. The council office is in Kykotsmovi. Like the United States government, Hopi government has an executive branch, a legislative branch, and a judicial system with many teams and departments to provide services and to oversee various functions of daily life on the reservation. The tribe, under PL-638, contracts with the Bureau of Indian Affairs to administer key programs and services. The more traditional style of Hopi government is based on the divine plan of life laid out by Maasau, the Guardian of the Fourth World. In this mode of governing, each village is a complete and independent entity, wherein the village leader is also the head of all religious and nonreligious authority. The kikmongwi controls all village and clan lands, with community consensus keeping individual authority in check. A council of hereditary clan leaders acts as advisors to the kikmongwi interpreting religious and cultural teachings and influencing ceremonial events and the personal behavior of each clan member.

INFRASTRUCTURE

Arizona State Highway 264 runs east-west through the heart of the reservation. U.S. Interstate 40 passes east-west due south of the reservation, from which State Highway 77 cuts north directly to the reservation. U.S. 89 from Flagstaff intersects Highway 264, as does U.S. 160, on the north side of the reservation.

The Turquoise Trail Highway connects Hopi villages to the Black Mesa and Kayenta mine complex, The Black Mesa and Lake Powell Railroad, an isolated 78-mile single transient, connects the mines and the Navajo Generating Station power plant near Page, Arizona. It operates nearly 24 hours a day. Polacca Airport, two miles west of the village of Polacca, has a 4,200-foot paved lighted runway; other air services are available in Holbrook, Winslow, and Flagstaff. Holbrook, about 75 miles from the reservation, has commercial train and bus service.

Electricity – The Arizona Public Service Company provides electricity to the reservation.

Fuel – Amerigas, Ikard Newsom, and Ferrell Gas provide propane services.

Water Supply – There are four subsurface aquifers on Black Mesa. Wells tapping the N-aquifer are the sole source of drinking water for Hopi villages. Water for livestock and wildlife comes from springs, stock ponds, and wells tapping shallower aquifers. The U.S. Public Health Service and the Navajo Tribal Utility Authority provide water and sewage service.

Telecommunications – Universal Telephone and Navajo Communication supply telephone service.

COMMUNITY FACILITIES AND SERVICES

The reservation has both a weekly and a biweekly newspaper. Residents can receive several television and radio stations from Flagstaff, Tuba City, Winslow, and Holbrook.

Education – There are six elementary schools, a junior high school, and a high school located on the reservation. There is a boarding school in Keams Canyon, and Northland Pioneer Community College serves 17 communities within Navajo County. Northern Arizona University offers community college and university courses via satellite and television. The Hopi Tribal Grants and Scholarship Program established a \$10 million Education Endowment Fund in 2001 and provides tuition assistance to approximately 450 students attending regionally accredited colleges and universities annually, while the Hopi Adult Vocational Training Program annually funds about 45 students pursuing vocational and technical training.

Health Care – The Hopi Health Care Center at Polacca and a full-service hospital in Tuba City provide health care, offering everything from emergency care to optometry and dental services. U.S. Indian Health Service contracts to furnish the tribe with mental health services, alcoholism rehabilitation, substance-abuse programs, and administrative support services.

DRAFT

Section 2

Program Review July 14, 2006

This facility was built 26 years ago in 1980 as a rehabilitation center, to house both adults and juveniles. The facility was later converted into a detention facility. At yet a later date, the facility was converted into an all-adult detention facility since it did not have appropriate separation of sight and sound to accommodate juveniles. Housing for juveniles was discontinued. Subsequently the facility was converted to a '72-hour booking and holding' facility. The inappropriate use of the facility as an adult detention facility is evident. The facility is shared with the Police and Dispatch. Inmates are sent to the Coconino County detention facility for long-term housing.

1. **Funding of Operations**
This is a BIA facility with 100% of funding from the BIA. There is no tribal contribution to the operations of this facility.
2. **Funding of Repairs and Maintenance of Facility Structure**
The BIA provides for all funding for the repairs and maintenance of this facility.
3. **Policies and Procedures**
The facility uses a customized policies and procedures manual that was derived from the guidelines of the Redbook from the BIA. These customized policies and procedures were sent to District 3 three years ago but no formal approval has been received. The facility uses 'common sense and past experience' in lieu of the approved policies and procedures.
4. **Staffing**
There are six detention officers, all of whom are certified. The facility operates on five shifts that utilize one detention officer per shift. The shifts are staggered so that two detention officers are on duty for a part of the day shift and a part of the swing shift. A similar staggering of shifts also allows two detention officers to be on duty during the weekend. There is a shortage of staff and the facility is overwhelmed if even one officer reports sick or needs to take some time off.
There are one cook and two food service handlers who support the food service at this facility.
5. **Programs**
There are no programs offered for the benefit of the inmates.

6. **Staff Training**
Because of a shortage of staff, officers never leave to go for additional training.
7. **Space for Inmates On-Site**
The facility is used as a booking and holding facility at this time. There is capacity for 68 beds and an additional capacity for six individuals in the detoxification cells.
8. **Space for Inmates Off-Site**
The facility has contracted out for 60 beds and the Coconino County detention facility. At \$34 per inmate per day the 60-bed contract works out to \$744,700 per year. At this time there are 35 inmates who are housed at this off-site facility.
9. **Staffing Capacity for the Inmates On-Site**
There is a shortage of staff at the facility. The facility has attempted to recruit detention officers, but with a very poor response. While there are a lot of applicants in the initial recruiting stage, very few qualify past the background check. The background check takes a long time, which often discourages new applicants. Recently three potential candidates were selected, of which one has since declined while he awaited the background check. It is unlikely that the remaining two candidates will reach full employment at the facility.
At this time there are six full-time detention officers at the facility.
10. **Staffing Capacity for Transportation and Escort for Inmates**
The detention officers provide escort and transportation of the inmates. The Coconino County detention facility is approximately 2 ½ hours away in travel time each way, which uses up roughly the whole day of the transportation officer's time for the delivery or return of one inmate.
11. **Office Supplies for Staff**
There are sufficient office supplies for staff at this time.
12. **IT Equipment for Office Use**
There is sufficient IT equipment for the use by officers at this time. Computer stations and associated software were provided by the tribe. Spillman software system was installed in October 2005 and is presently used for the booking process only. The remaining logs for daily activities are maintained manually.
13. **IT Equipment for Communications Use**
There are four handheld radios (without a microphone) that are used by the detention officers. There is no intercom system between the cells and the central control station.
Officers have to shout loudly if they need to summon help. There is a need for eight radios with push-to-talk switches, battery chargers and batteries.

14. **Personal Supplies for Inmates**
Personal supplies for inmates are adequate.
15. **Uniforms for Staff and Inmates**
The staff uses personal funds to purchase their own uniforms, boots and duty equipment. The last time such items were funded was three years ago.
16. **Linen for Inmates**
They are sufficient blankets, mattresses and towels for inmates.
17. **Furniture and Fixtures for Staff and Inmates**
Furniture and fixtures for staff and inmates are in disrepair. The aging furniture and fixtures were furnished 26 years ago. Unsecured plastic lawn chairs and folding tables are in use. Furniture and fixtures for the inmates need to be replaced with institutional furniture. Desks and chairs used by the staff are in disrepair and need to be replaced.
18. **Transportation Vehicles**
One truck with a camper shell and a transportation cage is used as a primary transportation vehicle. There is an additional van that has been equipped for transportation but it lacks a transportation cage and is generally not used for transportation. This van has several utility repair tools such as two lug nut wrenches and other utility tools that may be used as weapons by the inmates during transportation. An additional transportation van has been placed on order and is expected to be delivered soon.
19. **Fuel for Vehicles**
There is insufficient funding for fuel for the vehicles and officers are requested to reduce the use of vehicles at times.
20. **Utilities for Facility**
There is sufficient funding to pay for the utilities at the facility.
21. **Hot and Cold Water for Kitchen, Laundry and Showers**
There is sufficient hot and cold water for the kitchen, laundry and showers. The water pressure is very low at the kitchen, laundry, showers, sinks and toilets.
22. **Adequate Lighting for Inmate and Staff Areas**
Lighting is inadequate in the inmate housing area. There are no night-lights in the light fixtures. Lighting in the staff areas is adequate.
23. **Ongoing Repairs and Maintenance**
There are no ongoing repairs and maintenance at this time for lack of funds. There is a total \$7,000 left in the budget for repairs and maintenance for the current fiscal year and this amount is being retained as a 'contingency' for unforeseen needs.

24. Deferred Repairs and Maintenance

The facility has suffered from a lack of routine repairs and maintenance over the last 26 years. As such there are a number of items that need attention, which include:

1. Replace the electrical distribution system.
2. Replace all existing light fixtures with vandal-resistant light fixtures and night lights.
3. Provide appropriately sized backup generator.
4. Replace the fire alarm system to provide full coverage of the facility.
5. Replace the two sprinkler heads at the sprinkler system located in the laundry and provide a new sprinkler system at the facility.
6. Repair the flue for the dryers at the laundry which is located in the garage.
7. Replace the existing kitchen hood fire-suppression system.
8. Replace the electrical cell doors mechanism to prevent malfunction of the cell door locks during the operation of swamp coolers.
9. Replace the existing electrical cell door lock control console and the existing electrical door controls with new electronic cell door mechanism and manual overrides.
10. Provide a separate storage area for the storage of flammable chemicals.
11. Provide a separate storage area for evidence.
12. Provide a new boiler and hot water tank.
13. Provide a new camera system with 32 cameras with zoom, pan and tilt and two recording cameras. Provide four high-resolution monitors.
14. Provide all provisions for the use of the facility by disabled staff, visitors and inmates.
15. Provide a secure staging area sufficiently separated from the facility, for the evacuation of inmates during an emergency.
16. Provide appropriate sliding fence gates, fence gate operators, keypads and sensors to secure the perimeter fence.
17. Repair all roof leaks in the metal roof. Provide new flashing and seal around all the penetrations of the roof-mounted HVAC equipment and roof-mounted swamp coolers.
18. Repair the facility block-wall structure and stabilize the settling foundation.
19. Replace existing block-wall partitions with filled-in and grouted block-wall partitions.
20. Repair all existing door hardware with new secure door hardware in non-housing areas.
21. Replace all aboveground plumbing water lines and clean all underground sanitary sewer lines.
22. Replace 16 existing combination sink/lavatory units.
23. Provide appropriate security fence topped with razor wire and provide minimum secured fence gates that are monitored by cameras.
24. Replace all existing HVAC units, swamp coolers and associated controls and control wiring.
25. Replace all plexiglass windows with bullet-resistant windows at the dispatch and central control station.

25. **Medical Response at the Facility**
There is a small room to provide medical response and medications at the facility. There is no routine testing for HIV or hepatitis. Inmates are tested for tuberculosis once every year. The emergency service of the Hopi Health Care center is called for all healthcare needs. The emergency service responds in less than 10 minutes.
26. **Booking Process at the Facility**
The booking process is insecure and conducted in the corridor through the window that opens into the central control station. A non-recording camera monitors the process. The Spillman software system is used for bookings and releases; however, Dorothy Fulton at the BIA requested that the logs continue to be maintained manually. Thus a system of manual logs is maintained for daily events rather than using the Spillman system.
27. **Food Service at the Facility**
Food service is very poor and is provided through the kitchen at the facility. Eight inmates in the dining hall reported concurrently that they are hungry and that the food is very soupy and generally consists of noodles, pasta, spaghetti and sauces with very little or no meat. It was noted that the food is very heavy on carbohydrates and lacks protein. The cook and the detention supervisor indicated that 1200 calories are provided to each inmate per day, which was contrary to the posted nutritional menu at the facility. The kitchen/food budget is approximately \$2500 every two weeks or roughly \$5,000 per month regardless of the number of inmates at the facility. The facility can house up to 36 inmates on an average day. There were 22 inmates on the day of the visit. The cook indicated that he stretches out the food dollars, which at times can get down to as low as \$90 in the outstanding credit account with the suppliers. The detention officer reported that she and the cook have brought food using their personal funds, to feed the inmates. Both the detention officer and the cook reported that they are underfunded for the food. They reported that they have complained to the District Supervisors who have responded that they do not have enough money. Upon further inspection 60 pounds of meat was observed in the freezer. The cook indicated that he may be able to stretch it for two weeks (30 inmates for lunch and dinner = 60 meals per day x 14 days = 840 meals) depending on the number of inmates at the facility. There has been one food fight in the past. The detention officer and the cook are expected to feed all of the inmates on a fixed food budget, regardless of the number of inmates at the facility.
28. **Kitchen and Dining Staff at the Facility**
There is one cook and two food handlers who serve as the dining staff at the facility.

29. **Housekeeping Staff at the Facility**
The inmates provide for all the cleaning in the housing unit and the staff cleans the offices.
30. **Repairs and Maintenance Staff at the Facility**
The facility manager with a staff of four provides for all the repairs and maintenance for all BIA buildings in the area. The facility manager reported a shortage of funds, indicating that only \$7,000 is left for repairs and maintenance for the remaining 10 weeks in this fiscal year. So as to set aside these funds for contingencies, funding for all repairs and maintenance has been stopped for this fiscal year.
31. **Inmate Services Provided at the Facility**
There are no services for the benefit of inmates at this facility.
32. **Healthcare Assistance in the Community**
The Hopi Healthcare Center provides healthcare assistance in the community. This center is located about 10 minutes away from the facility.
33. **Other Support Agencies in the Community**
There are no additional structured support agencies in the community.
34. **General Reasons for Detention**
The general reason for apprehension and detention is the onset of drugs-related violent crime. The crime rate for this community is 222, 14 and 42,417 per 100,000 inhabitants for violent crime, property crime and other crimes, respectively.
35. **Potentially Harmful Conditions and Behavior of Inmates**
Inmates may harm themselves by using articles of clothing, holes in the bunk bed pans, surface-mounted sprinkler lines in the laundry, available kitchen utensils and knives from the kitchen drawer and utility tools from the transportation van.
36. **Accountability and Reporting of Incidents**
All incidents are reported to the BIA.

Special Note

The detention officer reported that they often buy office supplies and toiletries for inmates using their personal funds. They do not ask for reimbursement for fear of reprimand – that they will ‘get written up’ by the District Supervisor. The detention officer reported that she ‘got brave’ at one time and submitted two items for reimbursement in the approximate amounts of \$50 and \$38 for items that she had purchased for the inmates at WalMart/Sam’s Club in Flagstaff. She has never been reimbursed from the District. The District Supervisor squelched the request for reimbursement.

She reported that she has spent her personal funds up to a maximum of \$200 at a given time for items that were needed by the facility. Because of fear of reprimand, she has not been submitting for reimbursement.

Section 3

Facility Review July 14, 2006

This facility was built 26 years ago in 1980 as a rehabilitation center, to house both adults and juveniles. The facility was later converted into a detention facility. At yet a later date, the facility was converted into an all-adult detention facility since it did not have appropriate separation for sight and sound to accommodate juveniles. Housing for juveniles was later discontinued. Subsequently the facility was converted to a '72-hour booking and holding' facility. The inappropriate use of the facility as an adult detention facility is evident. The facility is shared with the Police and Dispatch. Inmates are sent to the Coconino County detention facility for long-term housing.

1. Exterior Site Conditions
The exterior site conditions are poor. The general public has relatively easy access to perimeter of the facility.
2. Exterior Exercise/Recreation Area
The exterior/recreation area consists of a chain-link fence topped with razor wire. The space is seldom used for its intended purposes because of a lack of surveillance cameras with appropriate coverage and a shortage of staff to monitor the inmates.
3. Exterior Perimeter Security
The exterior perimeter security is minimal. While there is a chain-link fence around half of the facility, the two fence-gates are normally left open such that the general public has access up to the perimeter walls of the facility. The side door leading to the exterior from the kitchen area does not have a tumbler in the door-locking hardware mechanism. The door cannot be locked. The grouting between the CMU blocks in the hollow core block-wall around the perimeter has been scraped out by the inmates, to permit removal of the blocks and create openings from the cells. Once outside the perimeter walls of the facility, there is no security barrier stopping an inmate from walking away.
There are a number of blind spots created by a number of corners and decorative winged buttresses around the perimeter of the facility, such that the cameras are unable to monitor the entire perimeter. A number of inmates have escaped over time.
4. Sally Port Security
There is no Sally port. Inmates are escorted around the facility through one of the two garages in the back. There is a fenced area enclosing the garages, which creates an illusion of a secured area. The sliding gate in the fence is

normally kept open. The fenced enclosure includes a number of Conex boxes and temporary wooden enclosures that are used for the storage of 'chemical flammables' and 'evidence'. One of the garages is used as a laundry that houses both washers and dryers. Inmates provide the duties at the laundry. The open laundry (garage) door and the unlocked fence gate provide an easy 'walk-away' of the laundry-duty inmate from the facility.

5. Building Interior Security

The interior security of the building is very poor. There is a system of 16 cameras that have a very low resolution and many with smudged lenses. The cameras do not have zoom, pan or tilt capability and are not in sufficient numbers to provide a complete coverage for the interior and exterior of the building. There is no recording camera at the booking station. There is no intercom system between the cells and the officers on duty. The officers do not have a radio with push-to-talk switches. The interior cell doors are electrically operated with the mechanical override. Several cell doors are inoperative electrically and it is not known if the remaining cell doors will operate electrically should there be an emergency.

6. Building Structure

The building consists of a block-wall construction with a slab-on-grade. The physical building foundations are settling. This settlement is causing 45° stress separation of the exterior block-wall at a number of locations. The maintenance staff has attempted to fill in the cracks or cover them with sheets of plywood. Such measures will not stop the continuing settlement. The perimeter block-wall is hollow and has been detrimental to the continued security of the inmates.

7. Building Roof

The building consists of a pitched metal roof. There have been a number of leaks at the flashings from the overflowing drain pans from each of the plugged-up overflow drains at the swamp coolers. The soffits consist of thin sheet steel that is susceptible to inappropriately secured light fixtures. These light fixtures in the soffits can be pushed out creating openings that are open to the attic space below the pitched roof. The attic space is accessible from within the building through unprotected openings in the ceiling.

8. Interior Ceilings

The interior ceilings consist of sheetrock ceilings in offices and the dormitories. Hard concrete panel ceilings are installed in individual cells and the detoxification cells. In the past inmates have removed light fixtures, damper louvers, air registers and security bars to create openings in the interior ceilings and exterior soffits through which they have escaped.

9. Interior Walls

The interior walls consist of hollow CMU block-wall. Inmates have escaped by scraping out the grouting and mortar of the perimeter walls, two sides

part of which were helped by the 'separation cracks' from the settling foundations.

10. **Interior Flooring**
The interior flooring consists of vinyl tile on concrete floor. Except for the flooring at one dormitory which was recently refurbished, the remaining flooring is worn down and in severe disrepair.
11. **Interior Dormitory Cells**
The interior dormitories were originally designed for a rehabilitation center. They have 5-foot high hollow block-wall partitions that were built to create 'private spaces' for individual beds within the dormitory. These 'private spaces' are now furnished with double bunk beds, whose corner posts could be used by the inmates to harm themselves. The hollow CMU blocks in the partitioning block-walls have been loosened by the inmates. These freed-up concrete blocks in the dormitory now create a weapon that could be used by the inmates.
12. **Interior Isolation Cells**
The interior isolation cells have plexiglass walls and cell doors that are very difficult to roll open or shut on their roller channels. The keys are difficult to twist in the locking hardware. The sink/lavatory combination units do not have sufficient water pressure for the inmates to get a drink of water.
13. **Interior Detoxification Cells**
The interior detoxification cells consist of one plexiglass wall and hard surfaces on the remaining walls. The sink/lavatory combination units do not have sufficient water pressure for the inmates to get a drink of water.
14. **Booking and Intake Area**
The booking and intake area is insecure and inappropriate. Booking is conducted in the corridor/open space through a window at the central control station. Inmates spit on the detention officers during the booking while the detention officers are unaware of any infectious diseases that the inmate may be carrying. The camera cannot record the booking process. There is no restraining chair nearby.
15. **Visitation Area**
There is a small visitation area that allows communications through an intercom system.
16. **Kitchen, Food Preparation and Pantry Area**
The kitchen has very poor air circulation and almost no cooling. The kitchen staff generally leaves the exterior door open for cooling and ventilation since the kitchen is very hot and stuffy at most times. There are insufficient secured cabinets to store all knives and utensils.

17. **Dining Area**
The dining area has very poor air circulation and almost no cooling. All air vents at the ceiling registers were found to be in the closed position. No air circulation was observed even when all the vents were opened and the outside air temperature was 94°F.
18. **Day Room Area**
There is no day room for the facility. Small common spaces outside a cluster of three cells are used as a day room for the inmates who occupy those cells. Plastic lawn chairs are used as furniture in the day rooms.
19. **Vocational Training Area**
There is no vocational training area at the facility.
20. **First Aid and Medical Assistance Area**
There is a small first aid and medical assistance area at the facility. A small refrigerator is provided for medications. A screened medicine dispensing window is provided. There is no physical barrier between the screened window and the officer inside. There were no medications in the refrigerator at the time of the visit.
21. **Toilets and Showers**
All toilets fixtures in the combination sink/lavatory units are slow to flush. The timing mechanism of the shower push-buttons are inoperative forcing a constant push for continued water from the shower head.
22. **HVAC System**
The HVAC system consists of a number of roof-mounted swamp coolers several of which are inoperative. The thermostat controls are inoperative. The humidity caused by the non-tempered moist air from the swamp coolers renders many of the cell door mechanisms to be inoperative. Most of the housing area is devoid of any air circulation or cooling.
23. **Plumbing System**
The plumbing system is in disrepair. The openings in the water pipes have been reduced over time with the buildup of mineral salts that resulted from not having any water softeners to neutralize the salts. The water pressure at all sink/lavatory units and showerheads is very low. The water pressure is low enough that inmates cannot use the water faucets at the sinks for drinking or washing.
The flue from the dryers located in the garage is disconnected and needs to be repaired.
24. **Lighting System**
The lighting levels in the housing units are low for lack of replacement lamps. Light fixtures are not vandal-resistant and inmates have successfully removed light fixtures in the past to escape through the openings.

25. **Electrical Power System**
There is sufficient capacity for the electrical power system; however, there is insufficient electrical distribution within the facility. A battery-backed emergency egress lighting system is provided. However, there is no record of routine testing for the system.
26. **IT System**
There is adequate hardware for the amount of IT use at the facility. The facility uses a combination of IT and a manual system for their operations.
27. **Security System**
There is a lack of sufficient security systems at the facility. There is a system of 16 cameras with very poor resolution and insufficient coverage and one monitor into central control station. There is no intercom system between the cells and the central control station.
28. **Energy Usage and Conservation**
The facility uses low energy which results from a fairly minimal HVAC system, a large thermal mass from the block-wall construction and an attic space.
29. **Fire Egress – Exterior and/or Secured Areas**
The interior cell doors are electrically operated with a mechanical override system. Several cell doors are inoperative electrically and it is not known if the remaining cell doors will operate electrically should there be an emergency. The cells with inoperative cell doors are not used at the present time.
Because of the egress traffic patterns and the manually keyed locks that have to be physically unlocked, the facility cannot be evacuated in three minutes. One inmate was left in his isolation cell during a recent fire emergency evacuation. This evacuation took between eight to nine minutes, which is unacceptable.
There is no acceptable secured staging area at a sufficient distance to evacuate all of the inmates in an emergency.
30. **Fire Alarm, Fire Extinguishers and Sprinkler System**
There are a fire alarm system and fire extinguishers that are located at appropriate locations. A limited fire sprinkler system with two sprinkler heads is located in one of the garages that house the laundry. There is no record of routine testing for these systems.
31. **Building Access for Staff and Inmates**
The facility staff accesses the building from the front main entrance. The kitchen staff uses the side door. Inmates are escorted through the back door in the garage.